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ABSTRACT

A study examined the extent of joint planning and coordination between vocational education and private sector Job Training Partnership Act (JTPA) programs during 1986. Data were collected from the following sources: mail surveys of staff in the state agencies responsible for administering the Carl D. Perkins Vocational Education Act and JTPA (72 percent response), telephone interviews with the directors of these agencies (99 percent response) and with the chairpersons of the councils established by the acts (90 percent response), and site visits to 9 states and 26 service delivery areas. The overall conclusion is that although many JTPA program clients are receiving instruction in public vocational education programs, such instruction is not the result of joint planning. Rather, JTPA officials decide the kinds of training to be provided, and public vocational education institutions are often selected to provide the training. The exception is programs funded under the JTPA 8 percent set-aside. Joint planning in the development of these particular arrangements is the rule rather than the exception because the legislation governing the programs requires cooperative agreements. Federal, state, and local policymakers appear to have several options that could foster increased cooperation between vocational education and JTPA. (Appendixes include 20 supplemental tables and summary information on programs that responded to requests for information on successful coordination.) (MN)

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VOCATIONAL EDUCATION-
JOB TRAINING PARTNERSHIP
ACT COORDINATION
First Annual Report

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FOREWORD

On behalf of the National Center for Research in Vocational Education I am pleased to forward to the Congress of the United States, the Secretary of Education, and the Secretary of Labor our first report on joint planning and coordination of programs conducted under the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act. The responsibility for this report was assigned to the National Center by the Perkins Act.

This report describes how the officials responsible for administering the Perkins Act and the Job Training Partnership Act assessed the extent of joint planning and coordination taking place in their states and their assessments of the effectiveness of the provisions in the two acts intended to encourage coordination.

The report would not have been possible without the cooperation of many individuals, particularly those who supplied the information that this report presents:

- the directors of the state agencies that administer the two acts,
- the chairpersons of the councils established by the acts,
- state staff who completed mail questionnaires, and
- vocational educators and employment and training administrators in 9 states and 26 service delivery areas who cooperated in site visits conducted by project staff.

We also extend thanks to those who served on the technical panel that advised on the conduct of the study: Lynn Brant, Director of Planning for Job Training Partnership, Ohio (served as representative for Joan Hammond former Deputy Administrator, Ohio Bureau of Employment Services); James Caradonio, Director of Vocational, Adult, and Alternative Education, Boston Public Schools; Joan Howard, Director of Employment and Training, Sullivan County, New York; Rodney Riffel, Program Development Specialist, National Education Association (formerly Program Manager Job Training, National Conference of State Legislatures); Robert Sorensen, State Director, Wisconsin Board of Vocational, Technical, and Adult Education; and David Stevens, Professor of Economics, University of Missouri-Columbia.

Several individuals conducted reviews of drafts of this report. Reviewers external to the National Center included: Gorden Ascher, Assistant Commissioner, New Jersey Department of Education; Lawrence Bailis, Senior Research Associate, Center for

Human Resources, Brandeis University; and Ronald Chandler, Associate Director of Vocational Education for Employment and Training, Virginia Department of Education. Internal reviews were conducted by the following National Center staff: Harry Drier, Associate Director; Ernest Fields, Research Specialist; and Robert Taylor, Executive Director Emeritus.

The National Center consulted with the National Commission for Employment Policy in planning and conducting this study. Former Director Patricia McNeil, Acting Director Carol Romero and Director Scott Gordon were most supportive as were Stephen Baldwin and JoAnn Bitney of the Commission staff who also reviewed a draft of the report. Robert Cook, Senior Economist, Westat, Inc. kindly allowed project staff to examine the reports of field associates which had been prepared for the study of JTPA implementation he directed.

The study was funded by the Office of Vocational and Adult Education, U.S. Department of Education. The report was produced in the Evaluation and Policy Division which is directed by N. L. McCaslin. Project staff included: Morgan Lewis, Research Scientist; Marilyn Ferguson, Program Assistant; and Michael Card, Graduate Research Associate. Other staff who worked on the project were Joanne Farley, Program Associate; Gale Zahniser, Program Associate; Kevin Hollenbeck, Senior Research Specialist; Delina Hickey, Senior Research Specialist; and Deborah Fladen, Typist II. The word processing for the report was performed by Christine Ramsey. The charts were prepared by Susan Dziura and Dennis Mathias and the editorial review was conducted by Judy Balogh.

On behalf of the National Center, I wish to thank all those who contributed to this report. It is our hope that this report will be useful to the policy making process at all levels of the vocational education and employment and training systems.

Ray D. Ryan
Executive Director
The National Center for
Research in Vocational Education

EXECUTIVE SUMMARY

This report is the first of a series of congressionally mandated annual reports on joint planning and coordination of programs conducted under the Carl Perkins Vocational Education Act and the Job Training Partnership Act (JTPA). This report describes how the officials responsible for implementing the two acts assess the extent of joint planning and coordination taking place in their states, as well as their assessment of the implementation and effectiveness of the provisions in the acts intended to foster coordination. The report is based on mail surveys of staff in the state agencies that administer the two acts (72 percent response), telephone interviews with the directors of these agencies (99 percent response) and with the chairpersons of the councils established by the acts (90 percent response), and site visits to 9 states and 26 service delivery areas. The data were collected from May to December 1986.

The results obtained by these data collection activities are summarized in the form of a set of questions and answers on joint planning and coordination. A primary finding of the study is that the level of coordination in any state or locality is influenced by many factors. Consequently, the data collected for this study reflected a wide variety of situations. The following questions and answers describe broad national tendencies:

Q1. How extensive is joint planning under the two acts?

A1. There was very little joint planning of programs conducted during 1986. Because of the dates when the two acts were passed, there was little opportunity for joint planning. By any measure, joint planning is the area requiring the most attention if coordination is to improve.

Q2. To what extent are JTPA clients receiving instruction or other services from public vocational education institutions?

A2. The data this study was able to collect do not allow a precise answer to this question. The available data suggest that a large proportion of JTPA clients are served by public vocational education, especially in rural areas and smaller cities. In large urban areas, alternative service providers such as

community-based organizations and proprietary schools are used more than public institutions. Even in the large urban areas, however, there often was coordination that was not apparent from a review of subcontractors. Community-based organizations, for example, sometimes conducted JTPA-funded training in public vocational facilities or paid tuition for community college programs with JTPA funds. In the site visits for the study, all public schools that were contacted had some relationship with a JTPA program.

Q3. Is the 8 percent set-aside of JTPA title IIA funds promoting coordination?

A3. In most states the 8 percent set-aside has improved communication and encouraged joint effort. The 8 percent funds were generally reported to have provided services that otherwise would not have been available. Very few of these funds, however, are being used in ways that increase the institutional capacity of the two systems to work together. In some states, the 8 percent funds have produced more conflict than coordination, but relatively few of the respondents (17 percent from vocational education, 11 percent from JTPA) reported the 8 percent funds had an overall negative effect on the quality or level of coordination in their states.

Q4. How effective are the other provisions in the two acts that are intended to encourage joint planning and coordination?

A4. The provisions, such as the use of the same occupational information system, and a common member on the councils for the two systems, have been implemented in almost all states. A majority of the respondents, usually by a ratio of 2 to 1 or more, report that these provisions have improved coordination.

Q5. What are the main factors discouraging or hindering coordination?

A5. The differences in the purposes and sources of funding for vocational education and JTPA discourage coordination. The employment and training system is largely federally funded and directed primarily toward individuals with special employment related problems. JTPA agencies attempt to influence educational institutions to direct more services to the needs of disadvantaged individuals. Those who administer vocational education believe that if it is to remain a mainstream institution, it must serve the majority of individuals who are not disadvantaged as well as direct special services to those with the most difficult problems. Over 90 percent of vocational education funding comes from state and local sources.

Q6. Can the factors inhibiting coordination be eliminated or minimized?

A6. Barriers that arise because of insufficient contact between the systems can be overcome through greater sharing of information and by providing incentives for joint activities. Barriers that arise because of the certification role of schools are more difficult to overcome.

Q7. Does an educational institution acting as a JTPA administrative entity facilitate coordination?

A7. There are some advantages in an educational institution acting as an administrative entity. There are also risks that competing priorities can obscure the focus on the primary missions of either the institution or JTPA.

The overall conclusion of the study is that many JTPA clients are receiving instruction in public vocational education programs, but in most cases this is not as a result of joint planning. Instead, JTPA officials decide the kinds of training to be provided--sometimes with the participation of vocational educators as members of JTPA state and local councils--and public vocational institutions are often selected to provide this training. The exception to this generalization is for programs funded under the JTPA 8 percent set-aside. For these programs the legislation requires a cooperative agreement, and this often leads to joint planning in the developing of these agreements.

A substantial majority (over 70 percent) of the directors of the agencies that administer vocational education and JTPA and the chairpersons of the state councils feel that coordination has improved since JTPA replaced CETA. They attribute this to the willingness of people to work together, leadership for coordination, and mandates in the two acts. The major factors discouraging coordination involve the interaction of roles, responsibilities, and authority usually referred to as "turf issues." Since JTPA is intended to make mainline institutions more responsive to the needs of underserved individuals, turf concerns are inevitable.

Policy Options

Despite basic differences between the employment and training and vocational education systems, there appears to be an increased awareness of the need for coordination. Most of the provisions in JTPA and Perkins intended to foster coordination were reported to have been implemented and to be having a positive effect. The major exception to this generalization is in the area of joint planning.

Joint Planning

Review and comment by JTPA representatives on state plans and local applications for vocational education funds do not seem to be improving coordination. In fact, when the review process raises expectations that are not fulfilled, the net effect appears to be more detrimental than helpful to coordination.

Federal options. Three options that the Congress may want to consider are these:

- Eliminate the provision for the job training coordinating council to review and comment on the state plan for vocational education

  (or)

- Enact a provision for the state board or the state council on vocational education to review and comment on the governor's coordination and special services plan
- Reserve a portion of the funds authorized under both JTPA and Perkins to be distributed upon approval of a joint plan submitted by the state agencies responsible for the administration of the acts

Of the three, the option with the most potential to stimulate joint planning is to reserve funds for jointly submitted plans. This option would be vigorously opposed by representatives of both systems. If the advantages claimed for joint planning are to be realized, however, incentives and sanctions are necessary to overcome the constraints that discourage agencies from becoming involved.

The U.S. Secretaries of Education and Labor could encourage joint planning and provide a model of coordination by jointly funding demonstration projects. These projects would be awarded on a competitive basis to states and eligible local recipients that submitted jointly planned proposals featuring innovative coordination of the Perkins Act and JTPA.

State options. State administrators who are willing to increase their involvement in joint planning could establish agreements for representatives from both systems to serve on each others' planning teams. States in which the climate for such an agreement is not present may want to call upon third-party assistance to improve the relationships between the two systems. The Council of State Planning and Policy Agencies, Washington, DC and the Kettering Foundation, Dayton, Ohio, provide such assistance.

Local options. Private Industry Councils (PICs) which want to work more closely with public vocational institutions should consider recruiting influential vocational educators as members. An active vocational educator serving as a PIC member was usually found in SDAs where there was a good relationship between JTPA and vocational education.

Data Needs

It is recommended that the U.S. Department of Labor examine the feasibility of requiring an item on the individual client record that would categorize the primary service provider for a client. The study encountered considerable difficulty in obtaining data on the number of JTPA clients who were served by public vocational education. The number receiving such service is an objective indicator of coordination. The determination of the primary provider could be made at termination and added to the form used to document termination. Individual data could be aggregated into the JTPA annual status report.

Direct Actions

State and local administrators from both systems who want to improve coordination should consider taking the following actions. These approaches have proved successful in several of the areas visited for the study and they can be directly implmented. They do not require any changes in legislation or regulations.

- Improve communication through joint conferences, membership on councils or committees, and adding staff members who have had experience with the other system.
- Reduce the risk of performance-based contracts to educational institutions by providing partial payment for outcomes, such as course completion, over which the institutions have more control than they do over employment.
- Supplement on-the-job-training with classroom training to broaden the preparation of clients and increase their attractiveness to employers.
- Keep trying to improve coordination. The level of coordination achieved in any state or locality is determined by a complex interaction of many influences. The process takes time, communication, and the development of some degree of mutual trust.

Next Annual Report

The second annual report will build on this first report and present more extensive data on local coordination at the service delivery area level. The state and local data will be integrated to assess the major factors that influence joint planning and coordination.

CHAPTER 1

THE ISSUE AND THE STUDY

The Carl D. Perkins Vocational Education Act (P.L. 98-524) was passed in October 1984, 2 years after the Job Training Partnership Act (P.L. 97-300). These two laws authorize and define the primary federal roles in the development of the nation's labor force. The statements of purpose of the two acts highlight both their similarities and their differences. The Perkins Act lists nine separate purposes and begins with the words "to assist the States." The Job Training Partnership Act (JTPA) has two purposes contained in one statement and begins with the words "to establish programs."

The differences in these initial words demonstrate that vocational education, like all of education, is a state and local function that the federal government assists to achieve certain broad national goals. JTPA, in contrast, is a federal program implemented by state and local governments with federal funds and in accordance with federal regulations. Despite these differences, the federal purposes in the two acts are highly similar: both acts emphasize providing services to individuals who have characteristics that limit their opportunities in the labor market. This is the sole purpose of JTPA, and, through the targeting of funds to six designated population groups, it is the primary purpose of the Perkins Act.

As the purposes of the federal vocational education and employment and training legislation have converged, so have the provisions intended to foster coordination of programs conducted under these acts. Riffel (1981) reviewed the history of this convergence prior to JTPA. The passage of that act and then the Perkins Act added to the tendencies toward convergence which he had identified. JTPA contains eight specific references to the prevailing vocational education legislation[1] and several other provisions, such as sections 107(c) and 123, designed to increase communication and interaction between the two systems.

Section 107(c) requires the administrative entities established under JTPA that use training agencies other than "appropriate education agencies" to demonstrate that the alternatives "would be more effective or would have greater potential to enhance the participants' continued occupational and career growth." Section 123 reserves 8 percent of the title IIA allotment for the governor to provide financial assistance to "any state education agency responsible for education and training." These funds are to be used to provide services and to facilitate coordination of education and training services to eligible participants through cooperative agreements between the state education agency, JTPA administrative entities, and local education agencies, if appropriate.

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[1] The Vocational Education Act of 1963, as amended, was the legislation when JTPA was passed. The Perkins Act amended JTPA to replace all references to the 1963 act with references to the Perkins Act.

The Perkins Act contains 22 specific references to JTPA (Lewis 1986). Most of these are designed to increase communication and joint planning. For example, one member of the state council on vocational education shall also be a private sector member of the state job training coordinating council, and "due consideration" shall be given to appointment of individuals who serve on a private industry council under JTPA (sec. 112[a]). The state plan for vocational education must describe methods proposed for joint planning and coordination with programs conducted under JTPA (sec. 113[b] [10]) and be furnished to the state job training coordinating council for review and comment at least 60 days prior to submission to the Secretary of Education (sec. 114[a] [1]). At the local level, applications submitted by educational agencies for Perkins funds must likewise describe coordination with relevant JTPA programs and be available for review and comment by the appropriate administrative entity of the service delivery area (sec. 115[a] [b]).

Congress has through these provisions established a number of mandated links or bridges between programs conducted under the two acts. The intention of these links is to increase the efficiency and effectiveness of the programs by minimizing duplication and drawing upon the respective strengths of the two systems. While the federal purposes in the two acts have become increasingly similar, the systems which administer the acts still have major differences. The employment and training system, which is responsible for JTPA, is largely federally funded and directed primarily toward individuals with special employment related problems. The administrators of this system are acutely aware of the discrepancy between the magnitude of the problems they confront and the limits on the resources they can direct to these problems. Consequently, JTPA agencies attempt to use their funds and reviews of vocational plans to push educational institutions towards services targeted to the needs of disadvantaged people.

Those who administer vocational education believe that if it is to remain a mainstream institution, it must serve the majority of individuals who are not disadvantaged as well as direct special services to those with the most difficult problems. Vocational educators believe they have developed programs that serve all segments of society, and they note that over 90 percent of the funds for these programs come from state and local sources. Vocational educators feel they know how to deliver training and sometimes consider suggestions from JTPA agencies to be incursions on their legitimate areas of expertise.

Some of the intrusion perceived by vocational educators is due to the performance standards incorporated in JTPA programs. Performance standards are a new concept in federal legislation and even though the Perkins Act was passed after JTPA, performance standards were not required for vocational programs. Through performance-based contracting, however, agencies which provide services to JTPA clients are held to the same standards the administrative entity must meet. This contributes to the perception among vocational educators that JTPA is trying to tell it how to run its programs. Some schools simply refuse to enter into performance-based contracts.

Figure 1.1 is an attempt to depict graphically the areas of separate and shared concern in the federal, state, and local purposes in vocational education and JTPA. The circles are drawn in proportion to the approximate funding of the systems from the three sources. State and local vocational education expenditures in 1986 are estimated to be about $11 billion. Federal JTPA allocations were approximately $3.5 billion and federal vocational education allocations approximately $900 million. The three circles are drawn in these proportions.

The JTPA circle overlaps about 20 percent the state and local vocational education circle. This indicates that approximately 20 percent of vocational education students are from families in poverty (Campbell et al. 1986). The federal vocational education circle overlaps entirely the state and local circle and about 60 percent the JTPA circle.

The federal purposes in vocational education are to increase the access to quality programs by individuals who have traditionally been underserved and to improve the quality of all programs. To ensure that access to quality programs is increased, the Perkins Act requires that 57 percent of the basic state grant must be spent on six specified underserved population groups. This is highly consistent with the purpose of JTPA, hence the overlap of the federal vocational education circle with the JTPA circle.

If the circles in figure 1.1 had been drawn to reflect the federal investment in employment and training a few years earlier, the circle for the legislation that preceded JTPA the Comprehensive Employment and Training Act (CETA), would have been about the same size as the one for state and local vocational education. In fiscal year 1981, the last year in which public service employment was funded, CETA appropriations were $8 billion. The degree of overlap with vocational education, however, would have been even less, because job training received less emphasis under CETA than it does under JTPA.

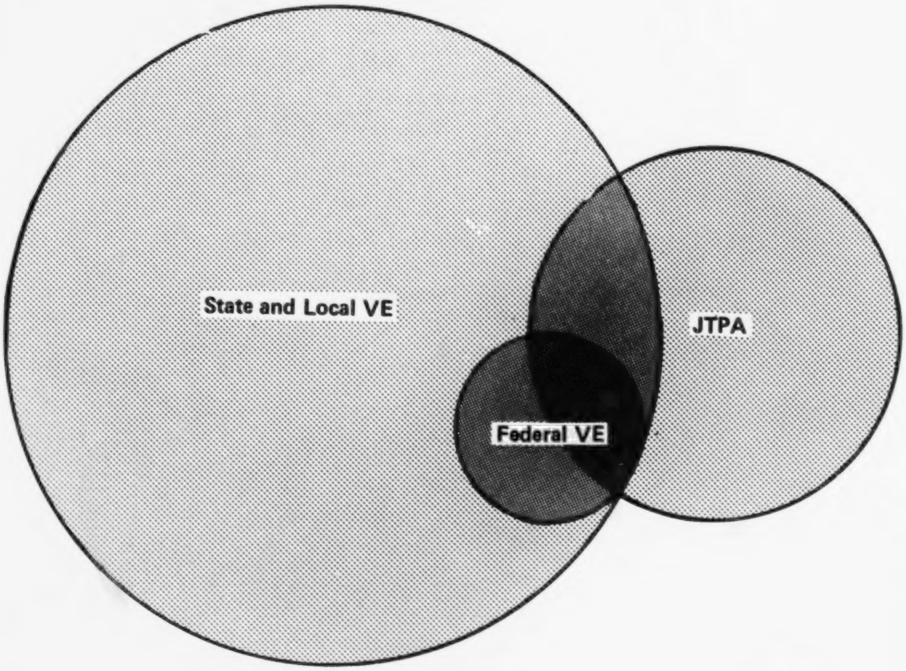

Figure 1.1. Overlap of federal, state, and local purposes in vocational education and JTPA

In addition to the differences in funding and purposes, the employment and training and vocational education systems differ in how they define training. In employment and training virtually all types of instruction designed to prepare people for employment is considered training. This includes basic communication and computation skills, instruction in job seeking and job holding skills as well as specific job skills. Vocational educators tend to limit the term training to instruction in skills for specific jobs. The typical vocational program, a vocational educator would argue, is not training but education. Such a program does not prepare a student for a specific job but for an occupational area which can lead to many related jobs. These are more than semantic squabbles. They reflect basic differences in outlook that lie at the heart of many of the difficulties in coordinating employment and training with vocational education. In the next section of this chapter some of the major prior studies of coordination are summarized.

Previous Studies

Coordination of separate programs serving similar clients has intrinsic appeal. Coordination seems to be inherently "good" promising better service by using the strongest features of separate systems, reducing duplication and lowering costs. With this inherent appeal, it is not surprising that calls for "better coordination" are among the most frequent recommendations for improving human service programs (Pressman and Wildavsky 1984). Nor is it surprising that there have been several studies of the coordination of employment and training programs conducted under the Comprehensive Employment and Training Act (CETA) with vocational education.

Most of the studies conducted prior to JTPA documented the difficulties of aligning the bottom-up, state and locally funded and directed vocational education system with the top-down, federally funded and directed employment and training system (Bailis 1983; Drewes 1980; Ketron, Inc. 1981; U.S. Conference of Mayors 1981). Wilkins and Brown (1981) conclude, for example, that

> the experience of the last several years suggests that the ability of the Federal government to leverage State and local education programs with small amounts of grant funding for manpower programs is very limited (p. 42).

Riffel (1981) observes:

> Coordination is difficult to achieve because the systems to be coordinated are diverse, fragmented, and complex (p. 43).

Starr, et al. (1980) report:

> Respondents reported wide variations in the perceived success of coordination between vocational education and CETA. Differences in objectives or philosophy were considered significant impediments to this relationship.
>
> From the perspectives of vocational educators, CETA focuses on short-term skill development with the objective of placing an individual in unsubsidized employment as soon as possible. Vocational educators prefer to place more emphasis on providing a cluster of skills or preparing students with an in-depth orientation to a career field. Vocational administrators indicated skepticism toward the value of short-term skill programs which they regarded as insufficient preparation for the world of work.
>
> On the other hand, CETA staff felt that vocational education programs are inflexible, that vocational education is unwilling to share its turf (or expertise) with other agencies, and that vocational education is more interested in CETA dollars than in CETA clients (pp. 21-22).

This basic philosophical difference between the employment and training and vocational education systems was still quite evident during the site visits for the present study.

Despite these difficulties, several of these studies reported considerable interaction, if not planned coordination, between CETA and vocational education. It is Riffel's (1981) judgment that "by even the most conservative estimates, the flow of CETA dollars into educational institutions is very large" (p. 43). The U.S. Conference of Mayors (1981) reviewed six national and state-level studies and concluded:

> As a group, the studies selected for review in this report indicate that coordination between CETA and vocational education is improving. Progress toward stronger linkages between programs throughout the country appears to be the result of several factors, including the mandate from Congress and the energy, dedication, and resourcefulness of CETA and vocational education administrators who are forging good working relationships (p. 9).

The last major study of coordination under CETA (Bailis 1984) found that of nine different public and private agencies and institutions, vocational education and other public education programs generally had the best relationships with prime sponsors. The study was conducted in 50 localities and assessed coordination as reflected by indicators such as rating scales, perceived need for improvement in coordination, presence of mechanisms to promote coordination, subcontracts, and agency-specific indicators (e.g., use of public education to provide classroom training).

On all of these indicators, vocational education and other public education programs came out at or near the top of the nine groups. For example vocational education had input into planning with 86 percent of the prime sponsors. The next highest were private employers and the employment service tied at 81 percent. On perceived need for improvement in coordination, 31 percent of the prime sponsors saw a need concerning vocational education, and 38 percent saw a need regarding other public education programs. For other public agencies the figures were the Work Incentive Program, 39 percent; Employment Service, 40 percent; and welfare agencies, 50 percent. Other groups, such as private employers and proprietary schools, were not included in this question.

Bailis (1987b) repeated this study with the service delivery area (SDA) administrative entities that had replaced the prime sponsors in the 55 areas surveyed. In comparing the last year of CETA with JTPA program year 1985, most SDA administrators did not perceive an increase in coordination with vocational education or other public education agencies. For vocational education 50 percent gave the same rating, 14 percent gave higher and 36 percent gave lower ratings. There was little change in 21 objective measures of coordination, but some of the data suggest an increase in the number of participants receiving occupational skill training in public education facilities.

Other evidence of vocational education-JTPA coordination also reflects considerable service to JTPA clients by public education. The National Alliance of Business conducts annual surveys of SDAs established under JTPA. The 1984 and 1985 surveys found 92 percent and 85 percent of the SDAs used public education to provide classroom training (National Alliance of Business 1984, 1986).[2]

The main focus of coordination studies involving vocational education since the passage of JTPA has been section 123. This section is titled "State Education Coordination and Grants" in the legislation and directs the governor to use 8 percent of a state's allotment under title IIA to provide financial assistance to "any State education agency responsible for education and training." This set-aside replaces the 6 percent under CETA that was designated for coordination with vocational education. The less specific language in JTPA appears to allow other agencies to administer these funds. A survey conducted for the Southeastern Education Agencies JTPA Consortium (Willis, Berry, and Bridges 1986) found that during the 1985 program year, noneducation agencies administered the 8 percent in 10 states and in 3 more it was divided between education and noneducation agencies.

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[2] The 1985 figures were lower than 1984 for all training agencies. Community-based organizations, for example, dropped from 56 to 40 percent.

Rightly or wrongly, vocational educators believe Congress intended that the primary education agency in a state should administer the 8 percent funds. The Perkins Act [sec. 521(30)] defines state education agency as "the State board of education or other agency or officer primarily responsible for the State supervision of public elementary or secondary schools". Through reference to the Perkins Act, JTPA incorporates this definition, but the use of the word "any" rather than "the" state education agency makes the interpretation ambiguous and provides the basis for assigning administrative responsibility to other agencies. Complaints about this practice from vocational educators where the primary theme of oversight hearings held by the Subcommittee on Employment Opportunities (1986) in connection with the annual convention of the American Vocational Association in December 1985.

Despite the interagency conflict which several states have experienced over the administration and purposes for which the 8 percent funds shall be used, Hickey (1986) concluded there appears to be a greater movement toward coordination. Hickey attributed this not only to the influence of the 8 percent set-aside but the "strong legislative mandate" in both acts. Darr, Hahn, and Osterman (1985) did not attempt to evaluate the effect of the 8 percent. Instead they assessed problem areas common to education and employment and training where the 8 percent could be especially effective. They presented goals, strategies and models for addressing these problem areas with 8 percent funds.

The National Governors' Association (Alegria and Figueroa, 1986) also surveyed states on the use of the set-asides under JTPA. This survey found that virtually all of the clients (91 percent) being served with the 8 percent funds were in classroom training. This is far higher than the overall percentage for JTPA even though the characteristics of the 8 percent clients are virtually identical to other JTPA participants.

The studies that tracked the initial implementation of JTPA also examined coordination under the 8 percent set-aside. Cook, et al. (1985) described the distribution and usage of the 8 percent funds in a section titled, "The Vocational Education Set-

Asides". This designation would be vigorously disputed by most JTPA administrators who would be quick to point out that the legislative language refers to "any State education agency responsible for education and training", not to vocational education. Cook and his field associates detected a "drift toward more involvement on the part of SDAs" in the use of 8 percent funds. Cook et al. also offer the observation that the Perkins Act "seems to be bringing about more cooperation at the State and local levels between JTPA and the vocational education agencies" (p. 2-26). This is a finding with which the evidence to be presented in the following chapters concurs.

Mandated Study

The continuing concern of Congress with bridging the differences between the systems is reflected in the many legislative provisions designed to link them together. To ensure that it has information on how well the systems are coordinating, Congress added to the Perkins Act a new responsbility for the National Center for Research in Vocational Education to report annually on joint planning and coordination. The actual wording is as follows:

> The National Center shall--(8) after consultation with the National Commission for Employment Policy, report annually to the Congress, the Secretary of Education and the Secretary of Labor on the extent, efficiency, and effectiveness of joint planning and coordination under this Act and the Job Training Partnership Act (sec. 404[b]).

As this is the first of these mandated reports, it was considered appropriate to determine how the individuals responsible for implementing the two acts defined coordination and went about trying to accomplish it in their states. This report presents data from state administrators and council chairpersons for the JTPA and vocational education systems that describe the extent of joint planning and coordination occurring in their states and their assessments of the effectiveness of the methods that have been established to facilitate joint planning and coordination. No attempt was made in this first year study to assess the efficiency of these methods. The report also examines the extent to which the various provisions in the legislation designed to encourage joint planning and coordination have been implemented and the perceived effectiveness of these provisions. This information was collected during May to December 1986. During this time JTPA programs were completing their second program year and entering their third. Programs assisted by the Perkins Act were completing their first year and entering their second. The results thus reflect a fairly early picture of the implementation of the joint planning and coordination provisions. This state-level information is supplemented with data from site visits to 26 service delivery areas. The specific objectives of the study were these:

- To determine how key individuals responsible for vocational education and JTPA programs perceive current coordination and joint planning activities
- To describe how states are using the 8 percent of JTPA funds that are designated to facilitate coordination with educational agencies
- To assess the implementation and effectiveness of other coordination mechanisms in the two acts
- To identify structural arrangements or procedures that impede coordination and make suggestions for eliminating these impediments

Subsequent reports in this series will build on the information presented in this report. Data will be collected at the service delivery area level to yield more precise estimates of the extent of coordination achieved. The state and local level data will be integrated and analyzed to identify the major factors that influence the efficiency and effectiveness of joint planning and coordination.

Conducting the Study

The data in this report were collected by mail and telephone surveys of 41 states and through site visits to 9 more states. In eight of the states selected for site visits, interviews were conducted at the state capital and in three service delivery areas (SDAs), typically the largest metropolitan area in the state, a moderately populated area, and a rural, sparsely populated area. The ninth state, in which the field test of the instruments was conducted, had only two SDAs.

The site visit states were not chosen randomly. Instead they were selected to reflect a variety of geographic, demographic and economic conditions, as well as variations in the way they are organized to administer JTPA and vocational education. One state each was selected in the West and Rocky Mountain sections of the country, two in the South, two in the Midwest and two in the Northeast. The field-test site was a bordering state to Ohio. All respondents and participating agencies were promised that their individual responses would be confidential and presented only as summary statistics.

Three of the states that were originally selected for site visits declined to participate in the study. Two of them gave as their reason the low level of vocational education-JTPA coordination existing in their states. The third gave other reasons. All three of these states participated in the mail and telephone data collection. The answers on the questionnaires from these states reflect a lower level of coordination than in the states that were visited. These differences suggest that coordination in the states that participated in the site visits is somewhat higher than in the nation overall. Of the 26 SDAs selected within the 9 states visited, the administrative entity of one declined to cooperate with the study.

The mail questionnaires were designed to obtain information on the methods used to link the two systems, the implementation of the provisions in the two acts, the factors encouraging and discouraging coordination and perceived benefits resulting from coordination. Most of the questions in the questionnaires sent to the agencies responsible for JTPA and vocational education were identical except that the references to the other agency were reversed. That is, the JTPA questionnaire referred to relationships with vocational education and the vocational education questionnaire referred to relationship with JTPA.

The questions used in the telephone interviews were mainly open-ended. They dealt primarily with how the respondents defined coordination, the activities in which they felt they had had the most and the least success in coordination, and the factors influencing coordination activities.

Data collection effort stopped at the end of December 1986. At that time, the response rates shown in table 1.1 had been obtained at the state level by mail, telephone, and personal interview during site visits. Although the number of states returning the mail questionnaires is the same for vocational and JTPA agencies, these were not all the same states. Both agencies returned the questionnaires in 26 states. For the remaining 10 from each system, 1 of the agencies responded but its counterpart did not.

TABLE 1.1

STATE-LEVEL DATA COLLECTION RESULTS

Instrument	Vocational Education		JTPA	
	N	%	N	%
Mail questionnaire	36	72	36	72
Director interview	49	98	50	100
Chairperson interview	46	92	44	88

In addition to the responses shown in table 1.1, 239 personal interviews were conducted during the site visits and the field test of the instruments. At the state-level these were held with staff from both the vocational education and JTPA agencies and with the staff directors of the state councils on vocational education and the state job training coordinating councils. In some states interviews were held with "third party" respondents--individuals knowledgeable about both systems but not directly involved with either. It was not possible to identify such individuals in all states. Where they were identified, they were staff from the governor's office, the legislature, and state agencies not responsible for either of the acts. In planning the study it was thought such third party respondents might be more objective observers of the coordination between vocational education and JTPA. In those states where they were interviewed, they were more positive in their description of relationships between the systems and less likely to report problems.

At the SDA level, interviews were held with the staff of the administrative entity and, if separate, the staff of the private industry council (PIC), with the PIC chairperson and with an education member of the PIC. Interviews were also held with staff of public institutions offering vocational education in the SDA. Attempts were made to identify institutions that were heavily involved in providing services to JTPA participants as well as those with little or no involvement. One reflection of the contact between JTPA and public education is that it was difficult to find schools with no involvement in JTPA programs. In some cases, however, this involvement was limited to referring students who might be eligible for title IIB summer youth programs.

To supplement the systematic data collection, announcements of the study were run in the newsletters of most of the professional associations involved in vocational education and employment and training, such as the American Association of Community and Junior Colleges and the National Alliance of Business. These announcements requested nominations of programs and locations where the two systems were working well together. In response to these announcements, 17 programs were nominated. Follow-up telephone calls were made to the individuals involved in these programs on both the JTPA and vocational education sides, and brief descriptions were developed about the programs and the conditions that appear to facilitate coordination.

The information collected by these approaches is presented in chapters 2, 3, and 4. Chapter 2 describes coordination practices in the states. It discusses the respective roles of JTPA and vocational education, the respondents' definitions of effective coordination, the methods used to coordinate, and the factors that influence the process either negatively or positively. Chapter 3 addresses the specific provisions in the two acts. The most powerful of these--the 8 percent set-aside for coordination--receives the most attention. Other provisions discussed include the planning and review procedures and the roles of the state councils in fostering coordination. Chapter 4 presents the characteristics of programs where JTPA and vocational education work well together.

Chapter 5 assesses the information presented in the previous chapters and presents overall conclusions on the degree to which coordination is actually happening. On the basis of these conclusions, suggestions for improving coordination are made to the various parties concerned with making it happen.

CHAPTER 2

DESCRIBING COORDINATION

> **The word "coordination" has a deceptively simple appearance. People should be mutually supportive rather than contradictory. People should not work at cross-purposes. The participants in any particular activity should contribute to a common purpose at the right time and in the right amount to achieve coordination.**

The quote that introduces this chapter is from Pressman and Wildavsky's (1984) book Implementation (p. 133), which reports on the attempts to implement an economic development program designed to increase minority employment. It is obvious that Pressman and Wildavsky are setting up a strawman. Coordination, as these authors quickly demonstrate, is not simple or easy to achieve, and there is considerable disagreement (Bailis 1983; Ketron, Inc. 1981; Rogers and Whetten 1982) over its definition. The present study did not attempt to impose a definition. Instead it asked the individuals responsible for vocational educational and JTPA at the state level to describe how they attempt to coordinate their programs and their assessments of the factors that influence these efforts. This chapter presents the results that these questions produced.

The chapter begins with a discussion of how the respondents perceive the respective roles and responsibilities of JTPA and vocational education. The respondents were asked to describe what effective coordination means to them and how they rate the degree of coordination being achieved in their states. The second section discusses the methods being used at the state level to link the two agencies and the feasibility of more extensive coordination. The last section examines the factors that the respondent reported as influencing coordination both positively and negatively.

Roles and Responsibilities

The questions on the respective roles and responsibilities of JTPA and vocational education were asked in the context of a state plan for economic development. The respondents--the directors of the agencies that administer JTPA and the Perkins Act and the chairpersons of the councils established under these acts--were asked if there was a plan for statewide economic development that delineates the respective roles of JTPA and vocational education. In states where there were such plans, the respondents were asked to describe the distinctive roles specified for the two systems as well as areas where they should work together. In states that did not have such plans, the respondents were asked how they, themselves, would define the separate roles and areas where vocational education and JTPA worked together. The answers on whether a state had an economic development plan that specifically delineated the roles differed somewhat across agencies (see appendix table A-1).[3] Vocational directors were a little more likely to say their states had such plans, but most states did not have plans that were clearly communicated to the respondents. Two-thirds of the agency directors (69 percent) indicated there were no plans or the plans were being developed, or there were general state level approaches to economic development. In other words there were not specific plans. The answers from the council chairpersons paralleled those of the directors.

Regardless of whether an economic development plan existed or not, there were distinct impressions among some of the respondents of the appropriate responsibilities for vocational education and JTPA (appendix table A-2). Among those who described the separate responsibilities, vocational education was primarily seen as providing skill training and JTPA as serving the economically disadvantaged. About one-fifth of the vocational directors also stressed that vocational education is for everyone. The second main role for JTPA was economic development, and some also saw vocational education playing a role in this. Several of the respondents also saw JTPA as offering on-the-job training and playing a broker role matching clients with appropriate services. Overall, the pattern of role perceptions was fairly similar across the four groups.

When asked the areas in which vocational education and JTPA should work together, the dominant response was economic development, particularly "quick-start" firm-specific training. This reflects the context in which the questions on responsibilities were asked. A few respondents, however, also mentioned job training, in general, as a focus for working together.

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[3] There are two sets of appendix tables. The first set, numbered A-1, A-2, etc., presents results that are discussed in this chapter but for which no tables are included in this chapter. The second set presents the detailed responses for summary tables that are included in this chapter. The detailed appendix tables have the same numbers as the summary tables in the chapter. That is, appendix table 2.1 presents the detailed results that are summarized in chapter 2 table 2.1, appendix table 2.3 presents detailed information for chapter 2 table 2.3, and so on.

Effective Coordination

After the respondents had described the respective roles and responsibilities of JTPA and vocational education, they were asked the following question:

> Interagency coordination means different things to different people. What does "effective" interagency coordination mean to you; that is, what joint activities might effective coordination involve?

Some scholars of interorganizational relationships make a distinction between cooperation and coordination based on the nature of the goals to be achieved (Rogers and Whetten 1982). If agencies work together to help each other achieve their separate goals, their relationship is that of cooperation. If the goals are shared and the organizations work together to achieve them, their relationship is one of coordination. The agency directors and council chairpersons interviewed for this study did not make these distinctions. To them, coordination included a range of relationships from information sharing to jointly planned and funded projects.

These varied responses were grouped as shown in table 2.1. This is a summary table and the detailed responses are in appendix table 2.1. Most respondents referred to more than one factor of coordination, consequently the categories in the table exceed 100 percent. The vocational education representative gave more than two factors, on the average, and the JTPA respondents slightly less than two.

Joint planning and informing each other were the top two elements of coordination across all four groups, with the vocational representatives more likely to mention them than their JTPA counterparts. More of the agency directors than council chairs listed joint funding as an element of coordination. The council chairs, in turn, were more likely to refer to a policy commitment to work together and to effective use of resources. The linkage procedures mentioned were such things as cooperative agreements, cross-referral of clients, and shared facilities.

TABLE 2.1

EFFECTIVE INTERAGENCY COORDINATION
AS SEEN BY AGENCY DIRECTORS AND COUNCIL CHAIRPERSONS

Factors Reported	Percentage Mentioning Element Listed			
	Agency Directors		Council Chairs	
	VE	JTPA	VE	JTPA
Joint activities	115[a]	70	69	52
Communications	69	62	74	58
Institutional policies	54	52	70	71
Linkage procedures	10	6	9	7
Base for percentages	49	50	46	44

NOTES: Percentages are based on number responding to survey. Totals exceed 100 because multiple answers were received.

[a] Total exceeds 100 percent because the separate activities summed in this category were mentioned by some respondents more than once (see appendix table 2.1).

Rating of current level. Once the respondents had described what effective coordination meant to them, they were asked to assume that this was the best possible situation with a rating of 10. They were then asked to think of a situation where there was no coordination at all with a rating of 1. Using this scale, they were asked to rate the present level of vocational education-JTPA coordination in their states. Figure 2.1 presents a graph of the mean ratings.

There is a natural tendency in responding to rating scales to avoid the extremes at both ends. This tendency was reflected in the ratings in figure 2.1. Only 2 respondents gave a rating below 3 and only 2 gave a rating of 10. Responses clustered in the upper half of the scale. Eight was the modal (most frequent) rating for the directors, and seven was the mode for the chairpersons. The standard deviations, which measure variability in the ratings, were low, ranging from .99 to 2.03. Correlations among the ratings were also low because of the varied ways in which effective coordination was defined.

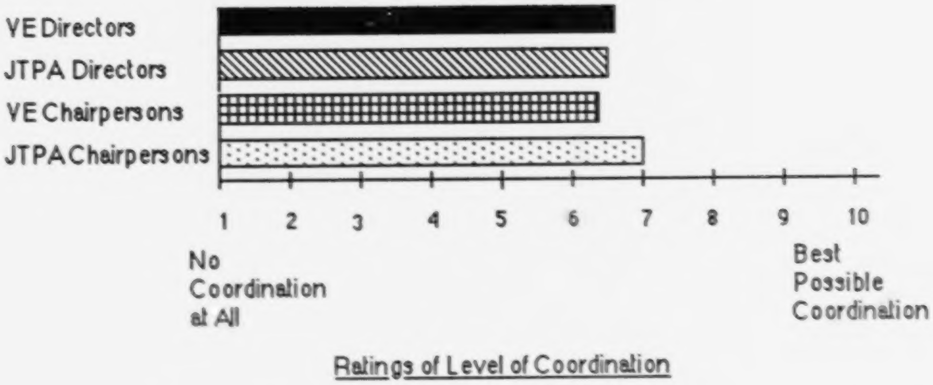

Figure 2.1. Average ratings of current levels of vocational education-JTPA coordination by agency directors and council chairpersons.

Has coordination improved? The respondents not only agreed on the level of coordination in their states, but most also agreed that it has improved since JTPA replaced the Comprehensive Employment and Training Act. Comparisons of current conditions with those under CETA could, of course, only be made by individuals who had experience with both acts. The answers of respondents who had such experience are shown in figure 2.2.

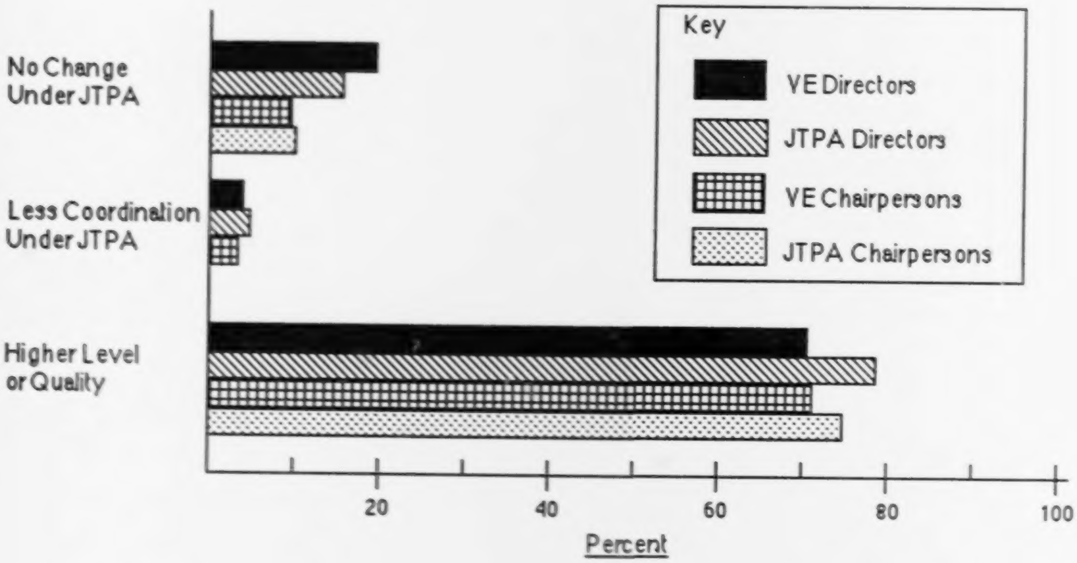

Figure 2.2. Changes in level of coordination since JTPA replaced CETA

Note: Percentages are based on number responding who had experience under CETA and could make comparisons.

The question did not ask directly if coordination had increased or decreased. Instead it asked in what ways has the quality or level of coordination changed since JTPA replaced CETA? About three-quarters of each group responded by saying there is a higher level or higher quality of coordination under JTPA or cited examples of increased coordination such as more joint efforts and the 8 percent set-aside. Less than one-fourth of each group felt that there had been no change, but about half of those giving this answer added that coordination has always been high. Very few, two or less respondents in each group, felt coordination had been better under CETA.

Methods Used to Coordinate

Regardless of how the chief policymakers and administrators define coordination, the extent to which it is achieved depends on the mechanisms and procedures established to make it happen. This section examines the methods used at the state level to coordinate programs at that level and to encourage coordination at the local level.

Staff Assigned

The state agencies that administer vocational education and JTPA were asked in the mail survey if they had staff members whose major responsibility is coordination with the other system. Almost 9 out of 10 of the vocational education agencies (89 percent) and almost three-quarters (72 percent) of the JTPA agencies reported they had such staff. Among these agencies, vocational education reported more staff (an average of 5.3 compared to 1.6 in JTPA agencies) and spent more time on coordination activities (66 percent of their time compared to 45 percent of JTPA staff's time).

Personal interviews in the nine states that were visited suggest that this difference is due primarily to administrative responsibility for the section 123 set-aside under JTPA. This 8 percent set-aside is divided into 80 percent to be used to provide services to eligible participants through cooperative agreements and 20 percent to facilitate coordination of education and training services. The vocational education agencies that administer these funds use some of the 20 percent to pay for staff who develop and monitor projects paid for from the 80 percent. In program year 1985 educational agencies administered at least part of the 8 percent in 40 states. Staff responsible for this function probably account for the higher average number of staff assigned to coordination in vocational education agencies.

Methods

Agency staff who responded to the mail survey were presented with a list of nine possible methods that could be used to advance coordination at the state level and were asked to indicate if these methods were used or not. Table 2.2 presents the percentage of states responding to the survey that indicated the methods were used. There are some differences between the responses of vocational education and JTPA agencies. The 36 states that responded to the mail survey were not all the same, but this does not fully explain the lack of agreement. Completed questionnaires were received from both agencies in 26 states, but for the other 10, responses were received from 1 of the agencies but not from the other. When the matching 26 states were compared, there were still significant discrepancies in many of the methods reported to be used.

TABLE 2.2

METHODS USED TO FURTHER COORDINATION AT THE STATE LEVEL

Methods	Percentage Reporting Method is Used	
	VE	JTPA
Same occupational information system for planning	94	78
Financial agreements, contracts, subcontracts	89	81
Nonfinancial written agreements	83	61
Reciprocal or joint technical assistance meetings or activities	81	72
Joint or shared staff meetings	67	56
Ongoing interagency committees (excluding SCOVE and SJTCC)	58	75
Coterminous planning districts	33	22
Exchange of staff	17	11
Colocation of staff	17	11

NOTE: Percentages are based on 36 states responding to questionnaire.

Despite the disagreement, the general magnitude of the responses are similar. The same occupational information system is used for planning in most states. Other questions asked in the survey indicated that in virtually all of these states this is the system developed by the state occupational information coordinating committee. The national-state occupational information system established by Congress in the Education Amendments of 1976 and directed by the National Occupational Information Coordinating

Committee appears to be achieving the objective of standardizing the usage of labor market information across agencies.

Other methods used by most of the states to foster coordination are financial agreements, typically for the 8 percent funds; nonfinancial written agreements; technical assistance; staff meetings; and interagency committees. Relatively few states have coterminous planning districts and even fewer exchange or colocate staff.

Steps to encourage coordination. The directors, during the interview, were asked if they had made any changes in the organization or operation of their agencies to enable them to work better with the other system. Almost two-thirds (64 percent) of the vocational education directors and half (46 percent) of the JTPA directors reported they had made such changes. Most of these were with staff, additions or reassignments, often to administer the 8 percent set-aside.

The directors were also asked if they had taken any steps to encourage local agencies (SDA/PICs) and local educational institutions to work together. The steps they reported having taken are summarized in table 2.3. For detail from these combined categories, see appendix table 2.3.

TABLE 2.3

STEPS STATES HAVE TAKEN TO ENCOURAGE
LOCAL AGENCIES TO WORK TOGETHER

Steps to Encourage Coordination	Percentage Taking Steps Listed	
	VE	JTPA
Training/technical assistance	47	26
Policies/procedures	54	64
Communication	52	34
Base for percentages	49	50

NOTE: Percentages are based on all states responding to survey. Total exceeds 100 percent because multiple answers were possible.

The percentages in table 2.3 seem low. The directors had the opportunity to list as many steps as they had taken, but less than half mentioned more than one. These answers probably reflect the steps that were most salient to the respondents, but not an exhaustive list. In one state the JTPA director reported a policy had been adopted that all classroom skill training would be provided through public institutions.

Feasibility, desirability. In addition to questions on methods actually used to coordinate, questions were also asked concerning the feasibility and desirability of extensive coordination in the activities listed in table 2.4. The respondents rated feasibility on a 4-point scale from very feasible to not-at-all feasible. Their mean ratings are presented in the table. After making the ratings, the respondents looked over the list once again and circled those activities in which they thought coordination was most desirable. The figures reflect the percentage of the state agencies that circled the activity indicated.

As in the methods actually used, sharing of labor market information emerged as the highest ranking activities. Almost all respondents rated these activities as very feasible, and about one-third rated them most desirable. The other activities received ratings somewhat to slightly feasible. None of the activities had a mean rating that would place it below slightly feasible. There was considerable agreement in the mean ratings of feasibility, a rank order correlation of .79, but far less in the percentage indicating an activity most desirable, a rank order correlation of .31.

Findings such as these must be interpreted cautiously, however, because of the tendency of respondents to lean toward socially acceptable responses. Since coordination is usually regarded as "good," this tendency could result in inflated ratings of feasibility. Assuming these ratings reflect a tendency to give the more positive response, the results in table 2.4 should be interpreted as a relative scale of the feasibility of the activities listed. On such a scale, joint preparation of service delivery plans at the state and local levels rank as the least feasible activities from the vocational education perspective. Among JTPA respondents, the lowest ranking activities were joint operation of programs and joint follow-up of student-clients.

TABLE 2.4

FEASIBILITY AND DESIRABILITY OF COORDINATION IN VARIOUS ACTIVITIES

Activities	Mean Rating of Feasibility		Percentage Indicating Coordination Most Desirable	
	VE	JTPA	VE	JTPA
Sharing statewide labor market information	3.89	3.94	33	28
Sharing local labor market information	3.75	3.53	39	22
Reciprocal referral procedures for participants	3.19	3.33	33	28
Joint or reciprocal technical assistance activities	3.14	3.23	28	14
Joint or reciprocal staff development activities	3.06	2.91	28	25
Joint funding of programs	2.92	3.00	28	36
Joint intake and assessment procedures for participants	2.86	2.64	19	25
Joint program evaluation	2.80	2.88	14	14
Joint follow-up activities on student-clients	2.80	2.44	19	19
Joint operation of programs	2.71	2.54	14	11
Joint preparations of local service plans	2.58	2.91	25	36
Joint preparation of statewide service plans	2.52	2.86	17	28

NOTES: Scale - 4 = very feasible
3 = somewhat feasible
2 = slightly feasible
1 = not at all feasible

Statistics are based on 36 states responding to questionnaire.

Factors Influencing Coordination

There is considerable evidence (e.g., Rogers and Whetten 1982, pp. 57-62) that testifies to the importance of leadership in achieving coordination between semiautonomous agencies. At the state level, a governor often can play a pivotal role. The directors of the state agencies and the council chairpersons were asked how much emphasis their governors placed on coordination between agencies. The answers that were received were classified into the categories shown in figure 2.3. These answers constitute a 5-point scale. The respondents were not asked to rate their governors on this scale; instead, their answers to the open-ended question fell naturally into the categories shown.

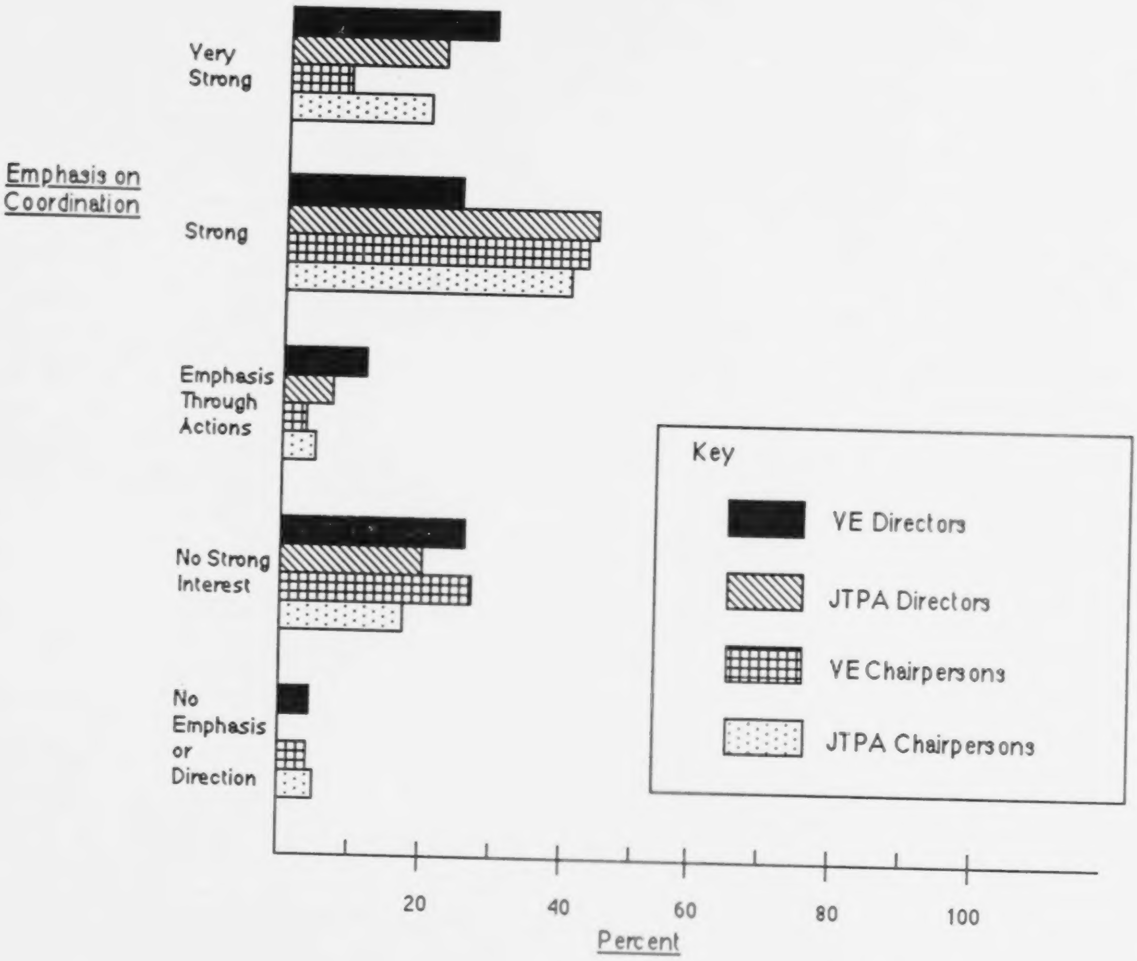

Figure 2.3. Emphasis governors place on coordination between state agencies

The results in figure 2.3 indicate a strong emphasis from the governors but perhaps less than might have been expected given the positive image of coordination and the benefits it is thought to yield. The slightly lower emphasis reported by the vocational education respondents can be explained by the relative autonomy education has in many states. Education departments in states that have independently elected school boards or chief state school officers often answer to these officials as much or more than to their governors. Such arrangements have been established to protect eduction from direct political influence. The evidence from this survey and the information obtained during the site visits indicate that this autonomy can make it difficult for some governors to push strongly for coordination.

Relationship among Key Officials

Personal relationships among key administrators are other factors often identified as keys to coordination. The site visits to service delivery areas supported this generalization. Public educational institutions were frequent providers of services to JTPA clients in rural areas and smaller cities. In part, this is because there are fewer alternative providers, such as community-based organizations or proprietary schools, in these areas. The network of personal relationships among key decision makers also plays a role. Typically in these less-populated areas the director of the SDA administrative entity, the director of the local vocational center, and the dean for occupational education at the community college have worked with each other for a number of years; often the education representatives are members of the PIC. A consensus develops among these decision makers from many shared experiences as to the kind of training JTPA clients need. Public institutions are frequently the preferred and, in some cases, the only available providers. The size of the agencies and the number of potential service providers made such networks less common in large urban areas.

Questions were asked about the relationships that exist among the directors of the state agencies that administer vocational education and JTPA and between them and their council chairpersons. The directors were asked to describe the nature of their relationships, whether they were personal friends or primarily professional acquaintances, and if they had interacted in any capacity prior to their current positions. Figure 2.4 presents their responses.

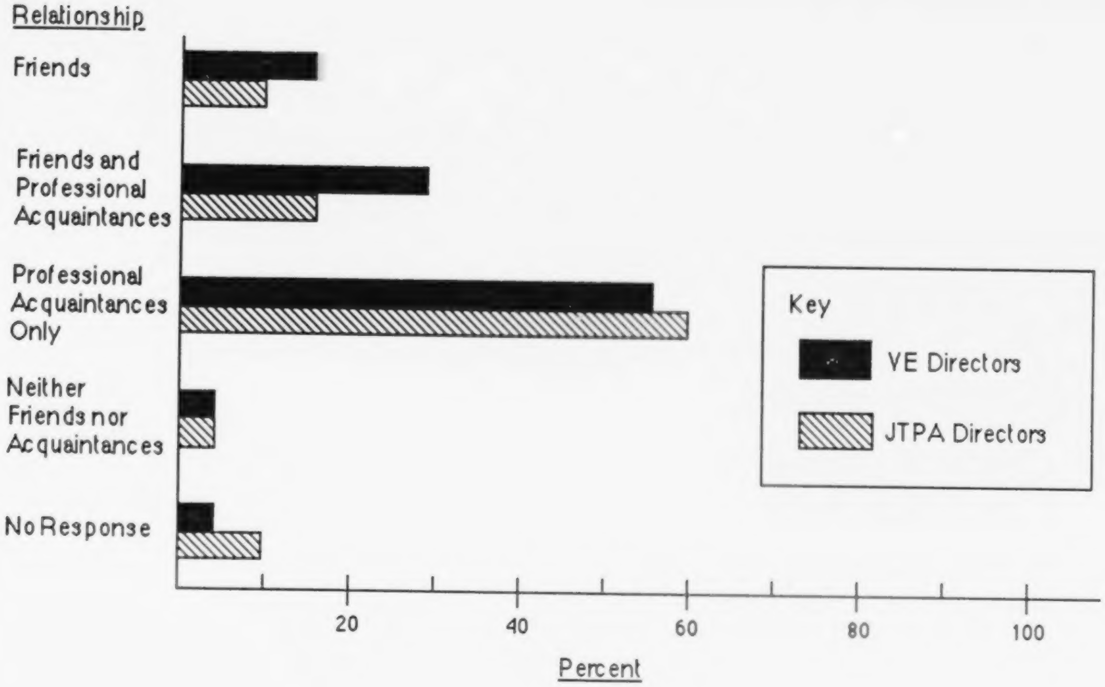

Figure 2.4. Relationship among agency directors

Most of the agency directors described themselves as professional acquaintances only or as friends and professional acquaintances. About half reported they had not interacted prior to their present position. For a sizable proportion of each group it was not possible to code the amount of prior interaction they had had. These results indicate that in most states at the top administrator level there is not a network of personal relationships that might act to facilitate coordination.

The council chairpersons were asked about the frequency of their contacts with each other and with the directors of both the vocational education and JTPA agencies. Their answers were classified on a scale of frequency of contacts per year from never to every week. Figure 2.5 presents the average number of contacts per year the chairs reported with each other as well as the percentage who reported they never had that type of contact.

The council chairs, as would be expected, had the most frequent contact with the agency directors for their systems, averaging about once every other week. Their contacts with the director of the other system were about one-third as often, but a little more frequent than their contacts with each other. Over one-fourth of the council chairs said they never contact one another.

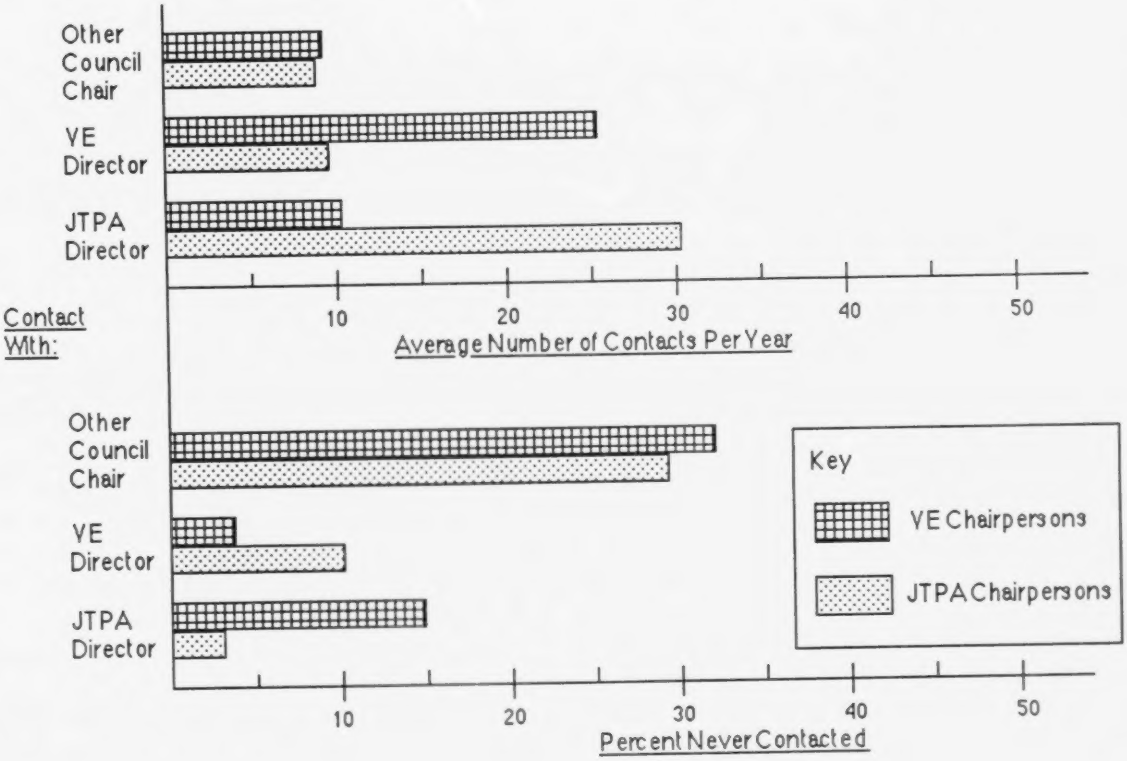

Figure 2.5. Average contacts per year of council chairpersons with each other and agency directors and percent never contacting each other.

Interest of key officials. The agency directors were asked to rate how interested they thought their counterparts were in "increasing or improving coordination between vocational education and JTPA." The ratings were made on a 4-point scale: very, somewhat, slightly, and not at all interested. The council chairs were also asked to use the same scale to rate how interested the directors in their states were in increasing or improving coordination. The average ratings are shown in figure 2.6.

Most of the ratings were high. The modal ratings, given by over half of the respondents in all four groups, was very interested, which was scored as 4. The council chairs tended to be a little more positive toward the directors of their own systems, and the vocational directors rated the JTPA directors a little higher than the JTPA directors rated them.

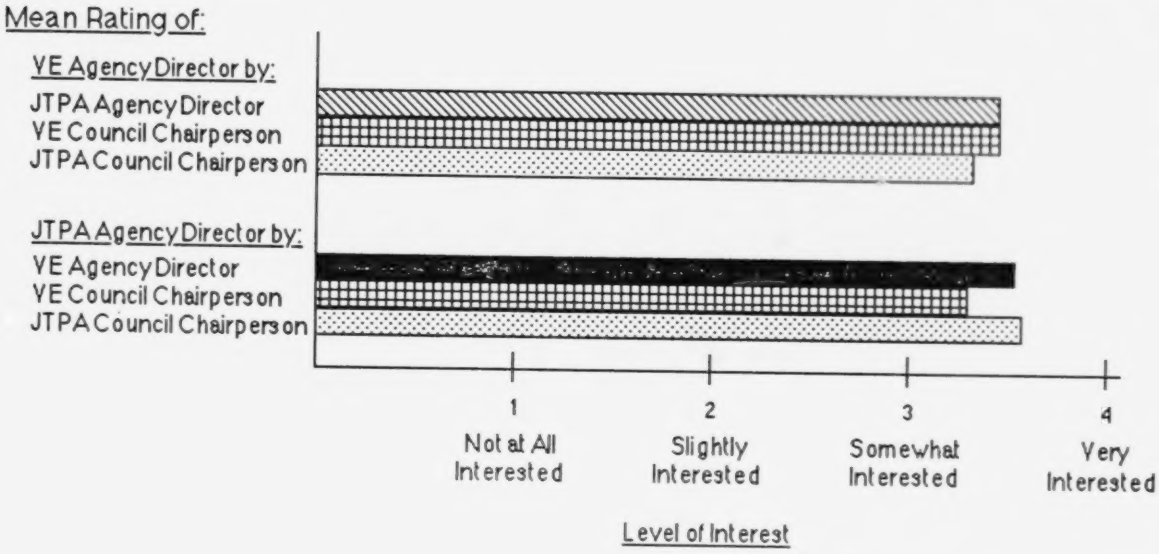

Figure 2.6. Interest of agency directors in increasing or improving coordination

Areas of Success

It is easier to coordinate some types of activities than others. Agency directors and council chairpersons were asked in what areas has coordination been easiest to achieve and in what areas has it it been most effective? These questions received a variety of responses which were classified into the categories shown in table 2.5. For detail from combined categories, see appendix table 2.5.

As in most of the questions in the interviews, the responses were quite diverse. The vocational education respondents were a little more likely to refer to activities under the 8 percent set-aside as easiest to achieve and most successful. The JTPA directors were more likely to mention training without specifying for which particular groups. A fairly high percentage of all respondents, especially the council chairs, did not answer these questions. In some cases, this was due to the respondents' statement that they thought they had answered these questions earlier in the interview.

TABLE 2.5 AREAS IN WHICH COORDINATION WAS EASIEST TO ACHIEVE AND MOST EFFECTIVE

Areas	Percentage Easiest to Achieve				Percentage Most Effective			
	Agency Directors		Council Chairs		Agency Directors		Council Chairs	
	VE	JTPA	VE	JTPA	VE	JTPA	VE	JTPA
Legislative/organizational	36	37	24	17	38	32	14	8
Training programs	36	36	24	17	56	58	50	37
Communications	18	16	15	18	2	10	2	11
Economic development	8	16	9	7	2	8	17	9
Non training services	4	2	–	–	6	4	4	9
All areas easy, effective	2	–	4	–	2	–	2	4
No area where easy, effective	4	8	4	7	–	2	4	–
No response, don't know, not codable	18	18	33	36	24	18	30	34
Base for percentages	49	50	46	44	49	50	46	44

NOTE: Percentages are based on number responding to survey. Totals exceed 100 percent due to multiple answers.

Factors Encouraging Coordination

Questions on the factors that encourage coordination were asked both in the interviews and in the mail survey. The interview questions were open-ended and the mail survey questions were in the form of a list of rating scales. The factors reported by the agency directors and council chairpersons are shown in table 2.6. See this table in appendix A for details from the combined categories.

About half of the directors and chairs cited personal factors as working to produce effective coordination. The directors were a little more likely to mention the willingness of people to cooperate and chairs were more likely to mention leadership. Included in the leadership category was emphasis on coordination from the governor. Six (13 percent) of the chairs of the vocational education councils and two (5 percent) of the JTPA chairs listed the governor as a major factor; only one of the agency directors did so.

TABLE 2.6

FACTORS THAT HAVE PRODUCED EFFECTIVE COORDINATION, INTERVIEW RESPONSES

Factors Reported	Percentage Agency Directors		Percentage Council Chairs	
	VE	JTPA	VE	JTPA
Personal, historical	63	56	59	54
Common needs	24	30	14	12
Legislation, mandates in acts	12	22	13	18
Linkage	38	30	38	39
Communications	20	20	19	18
Contextual	10	6	9	4
No response, not asked	12	16	20	16
Base for percentages	49	50	46	44

NOTE: Percentages are based on number responding to survey. Total exceeds 100 percent due to multiple answers.

Agreement on needs to serve, various types of formal linkages and mandates in the two acts followed in the number of times they were mentioned as major factors across the groups. The chairs of the JTPA councils were especially likely to consider cross-members--a member serving on both the JTPA council and the vocational education council--as working to produce coordination. Answers grouped under contextual referred to such things as a single or small number of SDAs, small size of state, and the proximity of agency offices.

The other method used to assess the factors influencing coordination was a series of rating scales. Specific factors were listed and the respondents rated them on a 10-point scale similar to the one used to rate the overall level of coordination in the states. The average ratings of theses factors are shown in table 2.7.

As with the overall rating of coordination, there was a tendency to avoid the two ends of the scales. Relatively few ratings of 10 were received and even fewer of 1 or 2. Thus, the average ratings are best considered as reflecting the relative importance of the factors listed. On such a relative scale, the respondents from both systems considered their own legislation as the most important factors encouraging coordination. The JTPA respondents, on the average, rated the mandates in the Perkins Act second only to those in JTPA. The vocational education respondents rated the requirements in JTPA as less important than a prior history of successful coordination and the need to provide comprehensive services and avoid duplication.

The ratings on prior history of successful coordination yielded the largest difference between the vocational education and JTPA respondents, 2.33 scale points. This difference cannot be explained as being due to differences among the 36 states that responded to the mail surveys. Comparisons were made for the 26 matched states where questionnaires were received from both sides. In these states the ratings were much the same as from all 36. Respondents from the two systems have much different assessments of the success of prior coordination efforts. The other major differences in the ratings from the two systems were on the JTPA legislation, 1.77 scale points, and on the push for coordination from the state job training coordination council, 0.95 scale points. As would be expected, the JTPA respondents saw their council as pushing harder. The average ratings of the push from the vocational education council were the lowest of all the factors listed. The rank order correlation of the mean ratings was .43.

TABLE 2.7

AVERAGE RATINGS OF FACTORS ENCOURAGING COORDINATION, MAIL SURVEY

Factors Rated	Mean Ratings	
	VE	JTPA
Requirements in the Carl Perkins Vocational Education Act	7.57	7.80
Prior history of successful coordination	7.41	5.08
Need to provide comprehensive services	7.25	7.14
Need to avoid duplication, overlap	7.14	7.22
Requirements in JTPA	6.51	8.28
Scarcity of resources	6.27	6.24
Strong push from governor	6.17	6.62
Personal relationship of key administrators	6.00	6.38
Desire to share noneconomic resources	5.89	5.78
Effectiveness of other system as deliverer of service	5.58	5.19
Funding incentives	5.56	5.00
Strong push from job training coordinating council	5.47	6.42
Strong push from council on vocational education	4.97	4.74
Range of states providing ratings	33-36	33-36

NOTE: Scale -- 10 = most encouraging
1 = least encouraging

Factors Discouraging

Similar questions were asked about the factors acting to discourage or hinder coordination. These were in the same format; the agency directors and council chairs were asked open-ended questions and the mail respondents were asked to rate a list of factors on a scale from 1 to 10.

The results from these questions are presented in tables 2.8 and 2.9. (See appendix table 2.8 for details from combined categories in table 2.8). Most of the answers to the open-ended questions presented in this chapter have been quite varied and they were to this question. There was an unusual degree of agreement, however, especially among the vocational education respondents, on the factors that "have most seriously hindered efforts to increase coordination"--turf issues. This term is almost always encountered in discussions of interagency relations in reference to the tendency of a bureaucracy to defend its authority and autonomy. JTPA is by its very nature an attempt to influence established institutions to be more responsive to the needs of underserved individuals. Given the mission of JTPA and the nature of bureaucracy, turf issues are inevitable and the established agency is the one that will feel threatened.

The responses to the rating scales in the mail survey confirmed the importance of turf issues as a barrier to coordination. This factor was rated highest by respondents from both systems and higher by vocational education than by JTPA respondents. Vocational educators, on the average, rated turf issues 1.17 scale points higher than the next factor, but the JTPA respondents rated turf issues only slightly higher than "lack of coordination with vocational education, itself". Note that on these scales a high rating is negative, reflecting a factor discouraging to coordination.

TABLE 2.8

FACTORS THAT HAVE MOST SERIOUSLY HINDERED EFFORTS TO COORDINATE, INTERVIEW RESPONSES

Factors Reported	Percentage Agency Directors		Percentage Council Chairs	
	VE	JTPA	VE	JTPA
Institutional	85	84	90	63
Personal, historical	34	20	15	11
Political consideration	16	4	13	5
Legislative, procedural	44	50	32	18
Poor communications	--	--	11	11
Contextual	6	6	4	2
Miscellaneous	2	10	11	2
No response, not asked	6	16	7	23
Base for percentages	49	50	46	44

NOTE: Percentages are based on number respondents to survey. Total exceeds 100 percent due to multiple responses.

TABLE 2.9

AVERAGE RATINGS OF FACTORS DISCOURAGING COORDINATION, MAIL SURVEY

Factors Rated	Mean Ratings	
	VE	JTPA
"Turf issues" perceived responsiblities and roles	7.36	6.44
Differences in definition of allowable services/budgetary items	6.19	5.50
Differences in eligibility requirements	6.19	5.14
Lack of coordination within other system, itself	5.61	6.36
Personal or philosophical differences among key administrators	5.36	4.66
Inadequate understanding of other system (laws, roles, procedures)	5.08	6.03
Matching fund requirements	5.00	4.50
Differences in local service area boundries	4.30	3.41
Ineffectiveness of other system as deliverer of services	3.97	4.71
No history of successful coordination	2.94	5.43
Range of states providing ratings	33-36	33-36

NOTE: Scale - 10 = most discouraging
1 = least discouraging

As in the ratings of factors encouraging coordination, respondents from the two systems differed most in their assessment of the success of prior coordination efforts. The vocational educators rated this factor 2.49 scale points lower, on the average, than JTPA staff. To vocational educators, prior history was the least important barrier to coordination; among JTPA staff, it ranked in the upper half of the factors rated. The rank order correlation of the mean ratings was .56.

After the agency directors and council chairs had been asked about the factors hindering efforts to coordination, they were asked about the activities that had been most hindered. (See appendix table A-3). Their answers clustered into three areas: (1) the most common, direct services to clients, mentioned by about one-fifth to one-fourth of each group, (2) joint planning, ranging from 16 to 30 percent, came more frequently from directors, and (3) communication, mentioned by about 10 percent of each group. Many (12 to 20 percent) said no activities had been hindered and even more (18 to 32 percent) said they did not know what activities were most hindered or did not respond to the question.

Federal-State Impediments

Staff from both agencies were asked in the mail survey separate questions on any federal or state laws, regulations or policies that impeded efforts to coordination at the state or local level. Their answers are summarized in table 2.10.

What is most surprising about table 2.10 is the number of states that reported no impediments from these sources. Over half reported no federal or state impediments. One local administrator who reviewed a draft of this report commented that these answers reflect the state perspective. He felt sure that local administrators would be more inclined to report impediments. The dominant federal problem, cited by one-third of the states, related to financial, accounting procedures. Most of the states that listed this problem referred to some aspect of the match requirements, either for the section 123 JTPA set-aside or for most of the Perkins funds. Two states cited the provision that JTPA funds cannot be used to match Perkins funds. Limitations on administrative expenses, JTPA requirements to account for services by specific clients, and restrictions on equipment purchase or usage were also listed by the vocational respondents. The JTPA respondents were more likely to emphasize differences between the systems as barriers. These included differences in definition of target populations and the limited state control over local schools.

TABLE 2.10

FEDERAL AND STATE LAWS, REGULATIONS OR POLICIES THAT IMPEDE EFFORTS TO COORDINATE

Impediments Reported	Percentage Reporting Impediments	
	VE	JTPA
Federal		
No impediments reported	53	56
Financial, accounting procedures	33	39
Interpretations of the laws	19	17
Dissimiliar missions, procedures of two systems	17	36
Excessive paper work	6	
Different membership on councils	--	3
State		
No impediments reported	72	61
Dissimiliar missions, procedures of two systems	8	20
Different planning areas	6	11
Rigidity of existing bureaucracies	6	--
Local politics	6	--
Excessive paper work	3	--
Interpretation/enforcement of laws	--	8
Financial, accounting procedures	--	8

NOTE: Percentages are based on 36 states responding to questionnaire. Total sums to more than 100 percent because more than one response was possible

Reported Benefits

In the final section of the mail questionnaire, respondents were presented with a list of five potential benefits that could arise from coordination and were asked to indicate if coordination had had these effects for their agencies. The percentage of states that reported these benefits are shown in figure 2.7. The respondents were asked to provide concrete examples for each benefit claimed, but no official documentation was necessary. Benefits were reported more by vocational education respondents and reflect the flow of JTPA funds into that system. More funds made it possible to serve more people, especially those requiring special services. The systems were about equal in their assessment of reduced duplication and overlap.

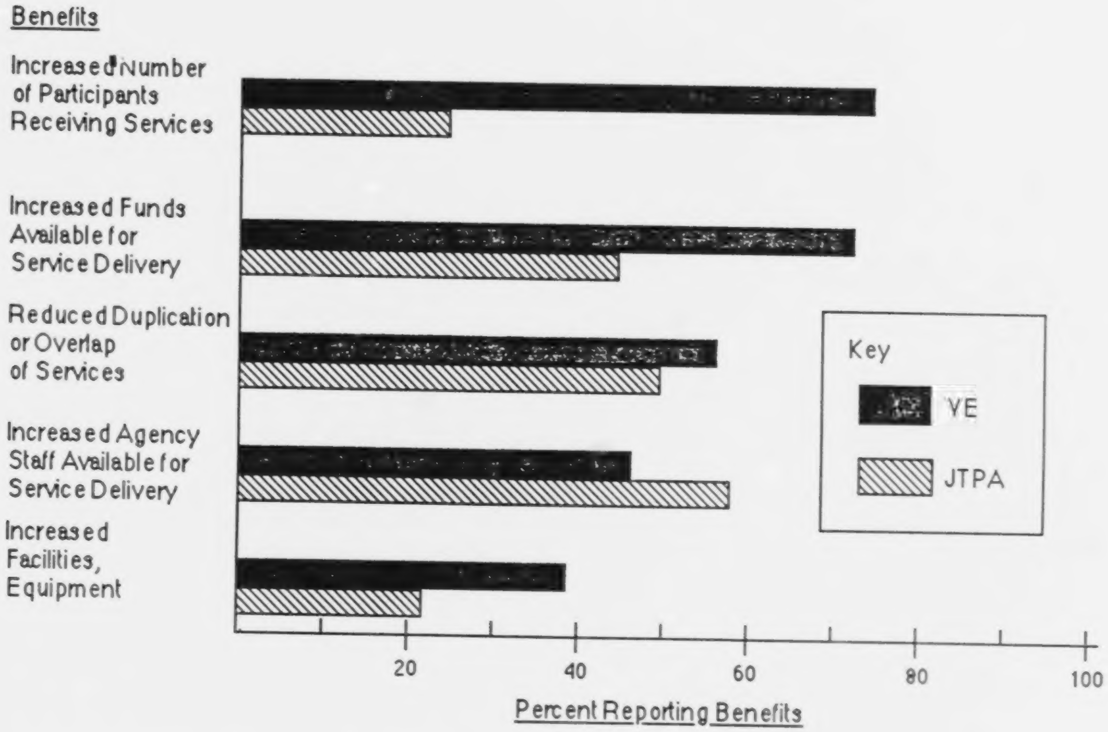

Figure 2.7. Reported benefits resulting from coordination

After the question on potential benefits, the respondents were asked about "costs" to their agencies of attempting to coordinate and whether or not their efforts have been worth the cost. The costs reported almost all involved staff time and paper work. Nevertheless, a strong majority of those responding to the question felt that coordination efforts are worth the cost. Sixty-two percent of vocational education and 59 percent of JTPA respondents gave an unqualified "yes" to this question. Fourteen percent of vocational education and 11 percent of JTPA respondents gave an unqualified "no," meaning the costs outweigh the benefits. The remainder added to their answers that clients have benefited even though costs are more than the benefits.

The last question in both the interviews and mail survey was very general. It was intended to tap that aspect of vocational education-JTPA coordination that was most significant to the respondent. The question asked if the respondent had any final comments, recommendations or observations regarding coordination that the report to be presented to the Congress and the Secretaries of Education and Labor should be sure to emphasize. Given the nature of this question, it was not surprising that the responses were quite varied (appendix table A-4). It was surprising that the most frequent single response, summed across all four groups of respondents, was that coordination was possible or successful. The council chairs were the most likely to make this their final comment, especially the JTPA chairs of whom almost one-fourth (23 percent) made this their final response. The most frequent category of comments referred to the coordination process stressing the need to continue to communicate, incentives for coordination, and agreement on criteria and procedures. One vocational director out of every seven (14 percent) spoke of the need to use existing facilities and not create a dual system. The single most frequent comment from JTPA directors (12 percent) was the need for the two systems to agree on criteria and procedures.

Summary

This chapter has described coordination from the perspective of the state officials and staff who are responsible for making it happen. Their concepts of coordination were quite varied ranging from sharing information to joint planning and funding of programs. On the average, their ratings of the level of coordination in their states were closer to the positive than the negative end of the scale, and almost three-quarters feel coordination is better under JTPA than it had been under CETA. Several methods are used to coordinate activities at the state level, the most frequent being the use of the same occupation information system. A willingness to work together, leadership, common needs and mandates for coordination in the Perkins Act and JTPA are seen as among the most powerful influences encouraging coordination. Turf issues are the most powerful discouraging factor, and vocational educators rate the success of prior coordination efforts more positively than JTPA respondents. A majority of respondents reported no federal or state barriers to coordination. Most respondents reported that benefits have resulted from coordination, and these benefits have exceeded the costs of making coordination happen.

CHAPTER 3

IMPLEMENTATION OF LEGISLATIVE PROVISIONS TO ENCOURAGE COORDINATION

There are many provisions in JTPA and the Perkins Act designed to foster coordination between job training and vocational education. This chapter presents information, primarily obtained from a mail survey to which 36 states responded, about the extent to which these provisions have been implemented. The mail survey also asked the respondents to report how effective they felt the provisions have been in promoting coordination. This chapter is organized around the major provisions in the two acts. The first section discusses the 8 percent set-aside for coordination grants under section 123 of JTPA. The second section examines the various planning and review procedures, and the third section the role of the two state councils in fostering coordination.

Eight Percent Coordination Funds

Section 123 of JTPA directs the governor to use 8 percent of the state title IIA allotment for financial assistance to any state education agency responsible for education and training (1) to provide services for eligible participants through cooperative agreements with state and local education agencies and administrative entities in service delivery areas and (2) to facilitate coordination of education and training services for eligible participants through such agreements. The national allocation for title IIA in program year 1985 was $1.9 billion, thereby making $151 million available to states to provide financial assistance through cooperative agreements under section 123 (Employment and Training Reporter, 20 February 1985). This amount was approximated one-sixth of the total federal vocational education funding during that program year.

Information reported in the mail survey regarding the amount of 8 percent funds received by states was incomplete mainly because several large states did not provide this information, despite follow-up contacts with them. The information that was obtained indicated that about half, or 57 percent, of the funds reported were used for secondary education. Priorities for service, which will be discussed later in this chapter, provide some insight into this finding.

The mail questionnaire asked vocational education staff if their agency played a role in distributing 8 percent funds during program year 1985. Of 34 states responding to the question 24 said yes, they did play a distributive role, and 10 said no. Of these 10, 6 did not administer the 8 percent funds and 1 additional state served in an advisory role only. Even though education agencies in the three remaining states reported they received the 8 percent funds, they said they did not play a role in distributing them. Responses indicated that vocational education in seven states received all, or nearly all, of the 8 percent funds; three states received none and seven states did not respond. Nineteen states received some of the funds ranging from $52,000 to $12 million.[4]

What mechanisms were used to distribute the 8 percent funds? Table 3.1 presents the results of the survey.

TABLE 3.1

EIGHT PERCENT FUNDS DISTRIBUTION MECHANISMS

Distribution Mechanism	Percentage Reporting Mechanism	
	VE	JTPA
Request for proposal (RFP)	53	50
Formula allocations to SDAs	47	56
Cooperative agreements	6	28
Applications	6	--
Interagency selection committee	--	6
Percentage designation to state agencies	--	6
Contracts	3	--

NOTE: Percentages are based on 36 states responding to the questionnaire. Total sums are more than 100 percent because more than one response was possible.

Table 3.1 reveals that the primary mechanisms for distribution of 8 percent funds were RFPs and formula allocation. JTPA respondents were also likely to cite cooperative agreements. Other agencies that received 8 percent funds directly from state agencies in descending order were community colleges, state agencies other than education, unspecified training institutions and community-based organizations, corrections, service delivery areas, state council for vocational education, state job training coordinating council, and local education agencies (see appendix table A-5).

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[4] These results although based on only 36 states were in general agreement with a survey of 8 percent funds that received responses from all 50 states (Willis, Berry and Bridges, 1986). That survey found 10 noneducational agencies administered the 8 percent funds during program year 1985.

Priorities for Service

Section 123(c)(2)(B) of JTPA specifies that 80 percent of the 8 percent funds are to be used to provide employment and training services for eligible participants. These funds require an equal matching amount. Priorities established in program year 1985 for target groups and activities with 80 percent funds are reported in table 3.2.[5]

TABLE 3.2
PRIORITIES FOR SERVICE
WITH 80 PERCENT OF 8 PERCENT FUNDS

Target Groups and Activities	Percentage Reporting Priorities, Activities	
	VE	JTPA
Special populations	76	98
Basic remedial education	20	14
Skill training	35	29
Testing, guidance, job search	20	15
Other	34	26
No statewide priorities	--	20

NOTE: Percentages are based on 36 states responding to the questionnaire. Total sums to more than 100 percent because of more than one response.

There were considerable differences in the groups and activities reported by vocational education and JTPA respondents.

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[5] Table 3.2 is a summary of the more detailed appendix table 3.2.

Vocational education respondents were less specific regarding the highest priority for target groups whereas JTPA respondents named more specific groups. Incarcerated individuals were listed by 17 percent of both respondents, making them the second most frequently mentioned group for vocational education and the third for JTPA. Dropouts and youth were the groups mentioned the most frequently by the JTPA respondents. Vocational education's high priority for serving the incarcerated may reflect the Perkins 1 percent set-aside for criminal offenders who are in correctional institutions. Vocational education respondents named basic remedial education as the single most frequent activity followed by various types of skill training, with testing and assessment third. Many JTPA respondents said there were no statewide priorities; others tended to report basic remedial education and long-term vocational education.

One possible explanation for the differences between responses from the two systems may be that vocational education respondents were only reporting their activities whereas JTPA respondents may have included employment and training priorities with 8 percent funds which are conducted through other agencies. Given the large number of dropouts and youth targeted to be served, it appears to be appropriate that 57 percent of the funds were used for secondary education.

Planning for 8 Percent Funds

The mail questionnaires asked vocational education staff how their agencies and other public vocational education actors were involved in planning how the 80 percent of the 8 percent funds would be used. Thirty-three percent said they participated through meetings. One-fourth of the respondents said planning was a joint effort and 22 percent said the vocational education agency was "not involved" (see appendix table A-6).

Who were the major state level actors or agencies involved in planning for the use of these funds? About half of the JTPA respondents said the JTPA administrative entity was the primary actor (see appendix table A-7). Thirty-three percent said the Department of Education/Office of Public Instruction, followed by the job training coordinating council, the administrative entity for vocational education, the governor, the council on vocational education, and state education coordinating committee.

Responses on the participation of local vocational institutions in decisions on the use of the 80 percent of the 8 percent funds paralleled those of states where vocational education respondents indicated they played a role in distributing 8 percent funds at the state level. Of the 33 states responding to this question, 24 said local institutions participated in decisions on the use of 8 percent funds in their areas and 9 states said local institutions had no participation. On the JTPA side, local PICs in 22 states participated in decisions on the use of 8 percent funds in their SDAs. What was the nature of this involvement? Table 3.3 presents the different roles played by both entities.

TABLE 3.3

DECISION MAKING ROLES
FOR 8 PERCENT FUNDS AT LOCAL LEVEL

Roles	Percentage	
	VE	JTPA
PIC approved proposals	--	39
Cooperative planning/interagency	20	23
Served on PICs	20	--
Responded to RFPs	16	--
VE applied for funds	16	--
Cooperative agreements	12	15
Suggested needs to be served	8	--
Reviewed/commented on proposals	4	19
Not Involved	4	4
Base for percentages	36	36

Cooperation

According to vocational education respondents, activities conducted with the 80 percent of the 8 percent funds fostered cooperation through joint planning and improved communication in about one-fourth of the states (figure 3.1). Seventeen percent said it provided comprehensive services and 14 percent said it encouraged communication. One-third of JTPA respondents said 80 percent funds fostered cooperative or joint projects; somewhat fewer reported the 80 percent targeted similar populations and encouraged joint planning.

Vocational education respondents said activities conducted with 80 percent funds are different than those regularly provided to JTPA-eligible clients in the following ways (appendix table A-8): over one-third (36 percent) said they are supplemental training; 19 percent said they are new offerings that are not ordinarily available; and 14 percent said they are individualized, competency-based instruction. About one-fourth (22 percent) of JTPA respondents said activities are not different than existing programs; whereas 19 percent said they were training otherwise not offered and 17 percent said they are targeted to special populations. It appears that vocational education and JTPA's primary perspective is quite different regarding 80 percent activities. It may be that differences in responses are due to definitions. Vocational education respondents may view 8 percent activities as supplemental to regular programs while JTPA respondents said they are not different, possibly in comparison to other activities funded by JTPA.

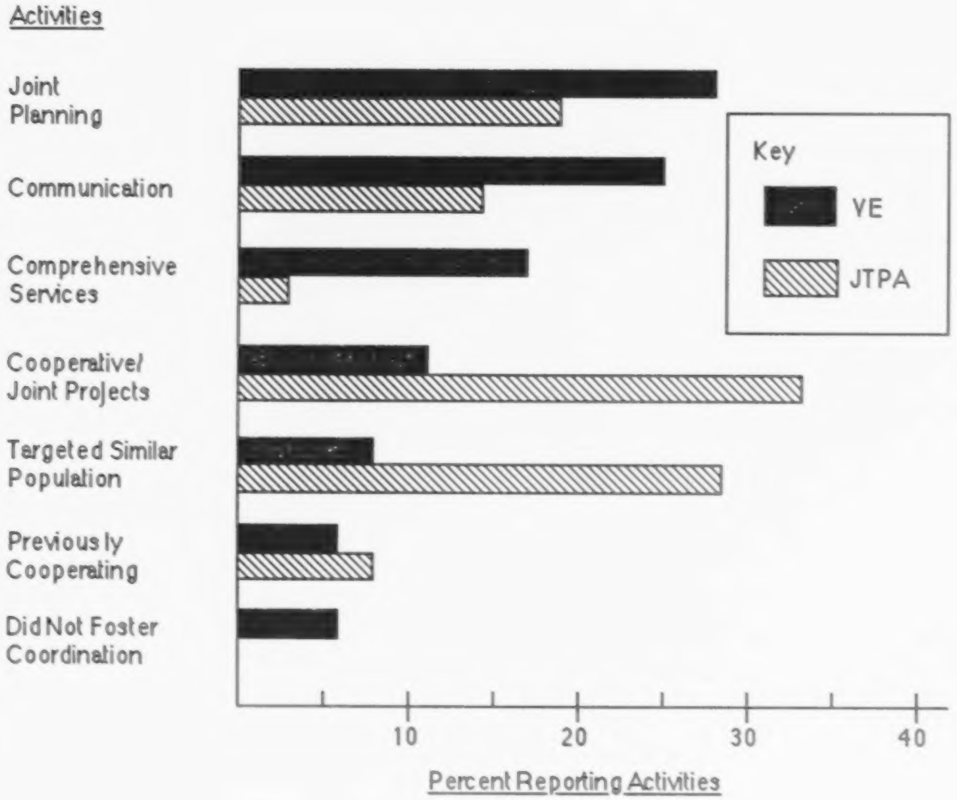


Figure 3.1. Activities funded with 80 percent of 8 percent that fostered coordination

Twenty Percent of Eight Percent Funds

Section 123 (c)(2)(A) of JTPA specifies that 20 percent of the 8 percent funds are to be used to facilitate coordination of education and training services for eligible participants. The major use of the 20 percent in both systems was to pay for coordination specialists/technical assistance staff (appendix table A-9). Respondents also mentioned in-service professional development, career information, curriculum, and a variety of other efforts. Few of these activities appear likely to increase the institutional capacity of the two systems to work together.

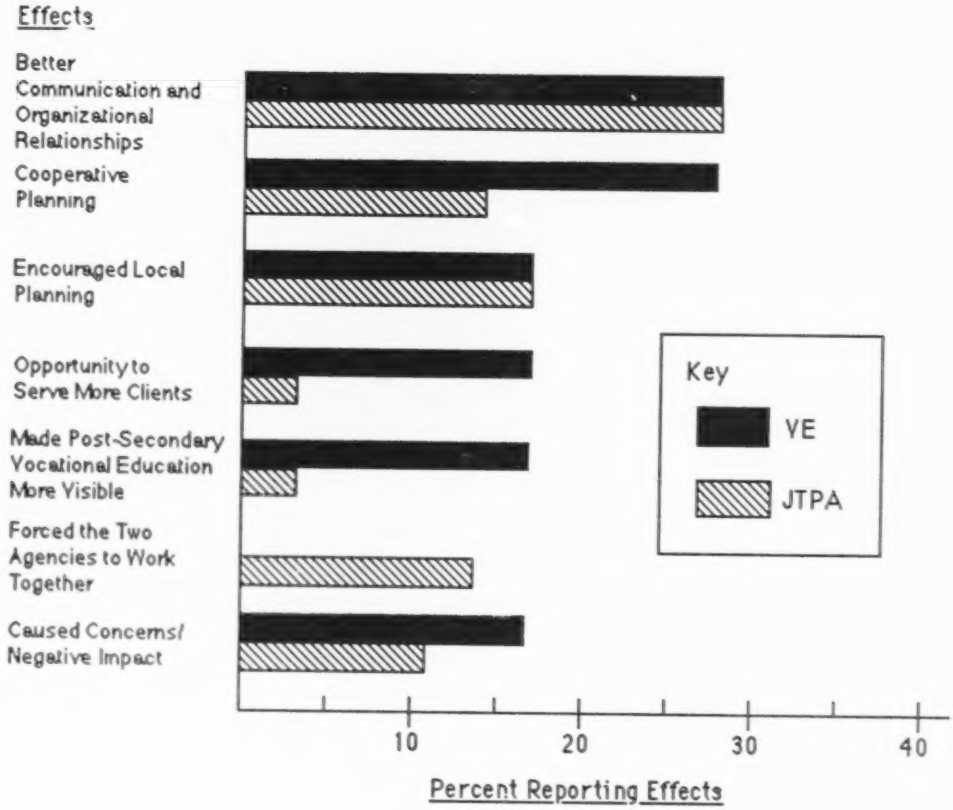
The major state-level actors involved in planning how the 20 percent funds would be used were much the same as those who planned the 80 percent. Fifty percent of JTPA respondents named the JTPA administrative entity, followed by the Department of Education or Office of Instruction, the job training coordinating council, and the governor. Vocational education's primary involvement was indicated by phrases such as "we decided", and "we were part of a JTPA committee," along with "not involved."

Effects of Matching Requirements

For most states (72 percent), matching requirements were not a problem for vocational education or JTPA. Problems reported were as follows: it prevents some participation by agencies that cannot provide the match (local school districts and community-based organization); and it wastes time documenting matching in-kind contributions. There also was the response that it is not a problem because the match is in-kind and does not provide additional program resources. On the positive side the matching requirement was seen as an effective utilization of non-JTPA resources that promotes sharing, coordination, and use of facilities, staff, and equipment.

Overall Effect of 8 Percent Funds

As with many areas in this survey, a few respondents felt very positive about the level of coordination in their states; most indicate good attitudes and a few indicate negative attitudes. This generalization holds true for the ways respondents felt 8 percent funds have affected the quality or level of vocational education-JTPA coordination. The results are presented in figure 3.2. Twenty-eight percent of vocational education respondents said the effect was better communication and organizational relationships, followed by cooperation and encouraged local planning and the opportunity to serve more clients. About one-sixth thought that overall the 8 percent funds had caused concerns (such as interagency conflict over who would administer the funds) and had negative impact. JTPA respondents agreed with the first two responses but in third place said it forced the two agencies to learn each other's goals. Some also felt the 8 percent funds had no significant effects and a few said it caused concerns.



Note: Nineteen percent of both vocational education and JTPA respondents said they didn't know. There were also multiple responses; consequently the sums may or may not equal 100 percent.

Figure 3.2. Ways 8 percent funds have affected coordination positively or negatively

Table 3.4 presents respondents' suggestions for specific ways the planning and distribution procedures for 8 percent funds could be revised to improve vocational education-JTPA coordination.

TABLE 3.4

RECOMMENDATIONS FOR IMPROVING
PLANNING AND DISTRIBUTION OF 8 PERCENT FUNDS

Recommended Revisions	Percentage	
	VE	JTPA
Give VE control/more control of funds	42	6
Increase money, expand strategies & articulation opportunities	25	6
No changes necessary other than refinement	11	28
Less politicizing	8	--
Expand planning process	8	25
Drop "match" requirements	6	3
Give JTPA control of funds	6	6
Single agency for VE & job training	3	--
No response/don't know	14	39

NOTE: Percentages are based on 36 states responding to the questionnaire. Total sums to more than 100 percent because more than one response was possible.

It is clear from this table that vocational education respondents would like more control of the 8 percent funds when it comes to planning and distribution. JTPA respondents feel the only changes necessary are refinement and an expanded planning process.

Planning and Review Process

Section 111(a)(1) of the Perkins Act requires the state board of vocational education to adopt procedures to implement state level coordination with the state job coordinating council to encourage cooperation in the conduct of their respective programs.

One way to further coordination is to have staff from the state JTPA agency participate in the development of the state plan for vocational education. Vocational education and JTPA respondents disagreed regarding the extent of participation by staff from state JTPA agencies or state job training coordinating councils in the preparation of the vocational education plan (appendix table A-10). Sixty-one percent of vocational education staff said both participated. About one-fourth of the respondents said neither participated, 11 percent said staff of the JTPA agency only, and 6 percent said only the staff of the state job training coordinating council. Only 25 percent of the JTPA respondents said they participated in the preparation of the state plan for vocational education. Twenty-two percent said they were "not asked to participate".[6]

Just as the respondents differed on the extent of JTPA participation in the preparation of the state plan for vocational education, they also differed on the impact of this participation (appendix table A-11). Almost all (92 percent) of the vocational education respondents said the participation led to changes and very few (11 percent) of the JTPA respondents agreed. When asked for examples of changes, however, half of the vocational education respondents gave no answer and only one-sixth (17 percent) cited any substantial change.

Methods and Criteria for Coordination in State Plans

Section 113(b)(10) of the Perkins Act requires that the state plan for vocational education describe proposed methods for joint planning and coordination of Perkins and JTPA programs. Section 121(b)(1) of JTPA requires the governor's coordination and special services plan to establish criteria to coordinate activities with programs provided by educational agencies and institutions. Table 3.5 summarizes the contents included in these plans to satisfy these requirements.

What is most striking about this table is the lack of agreement in most of the methods. Only on the existence of a coordinative body other than the job training coordinating council and the use of cooperative agreements is there some agreement. All of the other methods were mentioned by one side but not the other. Many JTPA plans listed information exchange and coordinated planning as a criteria but no vocational education plans did so. Many of the vocational education plans listed JTPA bodies, the state coordinating councils and PICs, as methods of coordination, but the JTPA plans did not. This mismatch in the coordination methods and criteria listed in the plans for the two systems is the most obvious objective data pointing to the lack of coordination in the preparation of the plans themselves.

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[6] Part of the differences in these responses is due to the questions asked the two systems. The vocational education asked if anyone from the state JTPA agency or job training coordinating council participated in the preparation of the state plan. The JTPA question only asked if anyone from the agency participated.

Seventy-one percent of vocational education respondents and 60 percent of JTPA respondents said the proposed methods and criteria in the plans are totally or mostly implemented. Has this implementation led to improved coordination? The majority of vocational education and JTPA respondents said "yes", but 30 percent said it has not led to improvement. Of those who said the methods had improved coordination, almost all (85 percent) of the vocational education respondents said the methods had led to joint projects. When "no improvement" was reported, it was because the mechanism had already been in place so no improvement occurred or the procedure had not been set up for improvement to occur.

TABLE 3.5

PROPOSED METHODS/COORDINATION CRITERIA
CONTAINED IN STATE PLANS

Proposed Methods/Coordination Criteria	Percentage	
	VE	JTPA
VE representative on SJTCC	31	--
Organized coordinative body other than SJTCC	28	28
Local PICs attest to nonduplication	28	--
Staff participation	22	
Cooperative agreements	22	33
VE representative on SJTCC	22	--
Staff review of plan	11	--
Joint state board development	8	--
Exchange of specified information	--	50
Coordinated planning	--	36
Criteria unclear	--	3
JTPA liaisons	--	6
Unspecified requirement to coordinate	--	3
Review/sign-off procedures	--	3

NOTE: Percentages are based on 36 states responding to the questionnaire. Total sums to more than 100 percent because of more than one response.

Review of State Plan for Vocational Education

Section 114(a)(1) of the Perkins Act requires that the state plan for vocational education be provided to the job training coordination council for review and comment at least 60 days before submittal to the U.S. Secretary of Education. Over half of the vocational education (56 percent) and JTPA (59 percent) respondents said review of the plan did not lead to changes. The short time that vocational planners had to prepare these plans partially explains the limited impact of the coordinating council reviews. Nevertheless, many councils were annoyed and frustrated by what they perceived as lack of responsiveness. There is no requirement in legislation for the governor's coordination and special services plan to be reviewed by representatives of the vocational education system.

When there are changes in program and labor market conditions, funding and other factors, section 113(c)(1) of the Perkins Act requires the state board of vocational education, in consultation with the state council, to submit substantial changes to an approved vocational education plan to the job training coordinating council for review. All such proposed revisions to the state vocational education plan were reviewed by the job training coordinating council.

Local Applications

In order to avoid duplication, section 115(a)(2) of the Perkins Act requires applications for funds under this act from local educational agencies to describe coordination with relevant JTPA and Adult Education Act programs. Section 115(b) of the Perkins Act also requires local applications to be available for review and comment by JTPA administrative entities. Both vocational education and JTPA respondents indicated that two-thirds (68 percent) of the administrative entities were active in reviewing and commenting on local applications. Comments regarding this procedure were that applications were available, but the effects of the review were sketchy and limited. As with the state plan, there is no requirement in legislation for local SDA plans to be reviewed by representatives of vocational education.

About half of the respondents (53 percent) felt coordination was improved by the review of local applications but about a third of vocational education and JTPA respondents said they could not make a judgement because it is too early or too short a time to allow for joint planning.

Role of the State Councils

Both JTPA and the Perkins Act place considerable emphasis on the state council on vocational education and the state job training coordinating council to facilitate coordination. The ways in which they are carrying out their responsibilities are examined in this section.

Role of the Council on Vocational Education

According to section 112(a) of the Perkins Act, each state council must be composed of 13 members; one must be a private sector member of the job training coordinating council, which is established by section 122 of JTPA. Based on responses received from vocational education, 72 percent of the those responding to the survey have complied with this mandate. Fifty percent of vocational education respondents said this membership has led to changes by making the council more concerned with JTPA. Section 112(a)(2) of the Perkins Act requires that in the selection of individuals to serve on the state council, due consideration be given to those who serve on JTPA private industry councils. More than half (58 percent) of the vocational education councils have such members and coordination is being promoted and information shared, but in some cases (11 percent), these members are not having much influence. Most respondents did not have any suggestions to improve the state councils as a context for coordination. Those that were made are reported in appendix table A-12.

Section 112(d)(9)(A) of the Perkins Act requires each state council to evaluate once every two years: (1) the adequacy and effectiveness of the vocational education and JTPA delivery systems in achieving the purposes of the two acts; and (2) make recommendations to the state board of vocational education on the adequacy and effectiveness of coordination between vocational education and JTPA; and advise the governor, the state board, the state job training coordinating council, the U.S. Secretary of Education, and the U.S. Secretary of Labor about these findings and recommendations. There is no requirement for the JTPA council to submit a similar report.

These reports had not yet been required by the federal government when the survey was conducted. Sixty-five percent of the vocational education respondents said the state council on vocational education has not made any recommendations on the adequacy and effectiveness of vocational education-JTPA coordination. Many indicated that it was "too early" or they are in the process of assessing policies, conducting surveys, and examining roles. This submission date for the mandated reports was March 1987 and a summary of their findings and recommendations will be included in the second annual report of coordination prepared by the National Center.

Role of the Job Training Coordinating Council

Although legislation mandates that one private sector member of the state job training coordinating council serve on the state council on vocational education, there is no parallel mandate in the JTPA. Nevertheless, 50 percent of JTPA respondents said vocational education representation on the state job training coordinating council is causing more awareness of vocational education and the possibility of joint planning. All states are complying with the mandate to have education officials on the state job training coordinating council. This participation, according to JTPA respondents, is resulting in improved coordination, pressure for more coordination, and increased effectiveness of members. Cross-membership is facilitating coordination through a forum for the exchange of ideas, plans, and policies.

Other Provisions

Section 422(b) of the Perkins Act requires that (1) information systems, developed or maintained, be compatible and complimentary to other supply and demand information systems, and that (2) the State Occupational Information Coordinating Committee (SOICC) implement a system to meet the common needs for planning and operating programs assisted under Perkins and JTPA. Almost all (92 percent) of vocational education respondents said their agencies and JTPA use the same occupational information system for program planning. Seventy-seven percent said it is developed by the State Occupational Information Coordinating Committee (SOICC). In those cases when the SOICC did not develop this system, it was usually developed by the state Employment Security agency. JTPA respondents concurred with these answers with the exception of saying that the Department of Labor was the agency responsible for developing this system. This provision is obviously being carried out in most states.

Section 111(c) of the Perkins Act requires the state board of vocational education to provide a listing of all programs assisted by this act to each PIC established under section 102 of the JTPA. A listing of all programs assisted by the Perkins Act has been made available to PICs in 89 percent of the states according to vocational education respondents. However, responses from the JTPA mail questionnaire said only 45 percent of the states have complied with this mandate. About half of the vocational education and JTPA respondents said the list was organized by the SDA. It appears this mandate is not being carried out to the fullest extent at the present time. There is no requirement for listings of JTPA programs to be provided to vocational education representatives.

Summary

This chapter has presented the many legislative provisions in JTPA and the Perkins Act that are intended to foster coordination. Responses to the mail questionnaires indicated the extent to which the mandates have been implemented. Most respondents think the 8 percent funds are beneficial. They are fostering coordination through better communication, organizational relationships, cooperation and local planning, as well as providing the opportunity to serve more clients. Relatively few vocational education (17 percent) and JTPA respondents (11 percent) think the 8 percent funds have had a negative effect on coordination.

There were major differences between vocational education's proposed methods for coordination and JTPA's criteria for coordination contained in the state plans for the two systems. The lack of agreement in these plans was the most obvious indication of the limited amount of joint planning taking place. The state plans for vocational education were reviewed by the job training coordinating councils in all states. Over half the respondents from both systems reported, however, that these reviews produced no changes in the plans. Three-fourths of the states reported having a member of the job training coordinating council serving on the vocational education council, and in half of the states vocational educators serve on the coordinating councils. These members are seen as contributing to better coordination. Almost all states use the same occupational information system for program planning. There were substantial differences in answers from the two systems on whether listings of vocational programs assisted by the Perkins Act had been provided to PICs.

CHAPTER 4

COORDINATION: THE LOCAL PERSPECTIVE

Coordination requires changes in an organization's normal method of providing services. These changes within the organization require time and the creation of new operating procedures. To someone outside the organization experiencing these changes, the organization may appear to be unduly bureaucratic, sluggish or even impossible to deal with.

To supplement the systematic data collection for this study, an effort was made to identify and to document examples of successful local coordination to determine who was responsible and what seemed to make it possible. Notices were placed in the newsletters of the American Association of Community and Junior Colleges, the National Governor's Association, the National Association of Counties, The National Alliance of Business, and the Centergram (a monthly newsletter of the National Center for Research in Vocational Education). The notices requested that individuals nominate states or local programs with high levels of coordination.

Responses were received from 17 programs. From March through December 1986, staff from the nominated projects were contacted to obtain information concerning the kind and degree of coordination they had achieved. When possible, a representative of an agency whose interests converged with the nominated agency's interests was contacted for the "other side" of the story. That is, if a JTPA service delivery area was nominated for their coordination efforts, the name of a specific contact representing the vocational education institution was obtained. The vocational education person was then interviewed to corroborate the initial interview, as well as provide additional perspectives on coordination. Each respondent had the opportunity to revise a draft copy of the interviewer's notes.

There was no selectivity of these programs so it should not be inferred that these are judged to be model or demonstration projects. They are programs whose staff responded to the request for nomination and who provided information about their activities. Those were the only criteria for their inclusion in this chapter. The cases are grouped according to different types of coordination activity. Four of the cases are presented in some detail and highlight distinct examples of coordination. These examples include instances where coordination was made possible because (1) a strategy was developed to meet the needs of the two principal actors (Central Pennsylvania Industry Education Consortium), (2) an individual determined that the gap between the two institutions should be bridged (Clark Technical College),

(3) existing relations between the two institutions allowed the exploitation of opportunity (Escambia County Schools), and (4) an intermediate institution assisted separate institutions to meet mutual goals (Job Shop).

General Observations on What Works

Individually, the 17 case studies offer insights into the needs and problems of trying to coordinate the routinized procedures of two distinct institutions: the vocational education delivery system and the delivery system funded by JTPA. More important, they suggest approaches to those needs and problems which, in some measure, have worked in the communities from which the studies were drawn. As such, the cases represent examples of local-level initiatives for other institutions to consider in context. Beyond their individual contributions to increasing coordination between vocational education and the programs funded by JTPA, the case studies represent a certain insight into what tends to work at the local level.

Coordination seems to be possible when these steps occur: first, there must be awareness of the need or potential benefits from coordination. Second, the leadership of the agencies involved must demonstrate a commitment to coordination. Third, the representatives of the agencies must communicate in a credible manner. Fourth, the agencies involved must perform to the agreed-upon level. And fifth, there must be a willingness to alter one's own procedures or activities to mesh with the other agency.

The process is dynamic because a break in the commitment, credibility, or performance can halt coordination efforts despite a number of successful coordination cycles and apparent causal linkage between the coordinated activity and efficient or effective operations. Credibility is enhanced when there are minimal delays. Negotiators must be able to commit resouces from within their organization. Otherwise, the necessary conditions of a commitment, credible communication, and performance will not be met by the lower-level officials actually responsible for coordinating organizational behaviors.

Coordination means different things to different people. For many individuals, successful coordination was defined as getting what they did not have by "allocating your resources to my project." Still others defined successful coordination as "joint planning to meet mutual goals" or even more stringently "joint operations to meet mutual goals." Each example of coordination is set in context. These findings are based on the nominated projects and the definition of successful coordination that was used by the person nominating the program.

General Observations on What Does Not Work

A practically universal complaint about public programs is that there is insufficient coordination. "Better coordination" seems to be inherently good. An attractive feature of "better coordination" is that it appears to cost so little. All coordination seems to require is common sense, good will, and opportunities for those whose activities are to be coordinated to confer regularly. If coordination is in fact, so cheap, why is it a concern at all? The reason is, of course, that coordination may be very costly to individuals and organizations. Negotiating the methods of coordination is itself time consuming, and if changes are needed in the internal operations of one system to work with the other, costs increase greatly. Under certain conditions, coordination might not be possible. There appears to be considerable accuracy in Warren's (1975) conclusion that the federal government passed the coordination buck back to the states and local governments after unsuccessful attempts to deal with it in Washington.

The most common barriers to coordination in the 17 programs described in this report seem related to the inability or unwillingness of an organization to perform activities in concert with activities of the agency having similar, yet divergent, missions and objectives. Several individuals mentioned the presence of conflicting incentives for members of the two delivery systems. Two representatives of vocational education institutions, for example, felt their institutions should receive credit for positive outcomes even if the individual trained chose not to seek employment after training was completed. From the JTPA perspective, however, a major complaint was that vocational schools were not able to place trainees in unsubsidized employment. Obviously, the two systems measure their performance by different criteria.

Coordination is not a single problem, but a topic that can be categorized in terms of rational activity, organizational behavior, or bureaucratic behavior (Allison 1979). If the analysis considers coordination efforts from a rational perspective, one may wonder how anything works at all. The goals of JTPA and vocational education agencies conflict. The standards of accountability are different. JTPA is federally funded; vocational education is primarily a state and local program, and so forth. The analysis of coordination from an organizational behavior perspective is concerned with the coordination of institutional and personal behaviors. The analysis of coordination from a bureaucratic perspective concerns the analysis of actors playing games of interests, stakes, and power.

Actually, coordination must account for each distinct perspective. The need for coordination must be rationally examined and explained to participating individuals in terms of the individual's perspective as well as the organization's perspective. Negotiations will occur to mesh the methods and motives of different organizations. Last, proponents of coordination may need to develop strategies to overcome "game-playing."

Using the Case Studies

The following case studies are presented to provide administrative entities and schools with a sense of circumstances, problems, and factors surrounding the evolution and development of what are considered by their participants to be successful local coordination initiatives. What works well in one area may not work the same way in another area. Conversely, some elements and strategies profiled here may merit consideration for inclusion into further coordination efforts. The information presented in the case studies is done so in summary form. Extended descriptions of four coordination examples follow; the remainder are in summary form in appendix B.

Central Pennsylvania Industry Education Consortium

The Central Pennsylvania Industry Education Consortium was established in four central Pennsylvania counties. The consortium received JTPA funds through the Pennsylvania Department of Education. The consortium is a cooperative effort based on the philosophy that there is a need to link the available training resources of the educational institutions to the training needs of business and industry to aid in the economic development of the region. This is achieved by funding coordinators who are responsible for identifying industry training needs and arranging for training programs to meet these needs.

Background

The consortium is governed by a coordinating council composed of one representative designated by the chief executive officer of each participating institution. The program began in July 1983 under this format with 100 percent JTPA funding. The funds were allotted to the service delivery area (SDA) by the state vocational education agency. The SDA, in turn, contracted these funds to a local education agency to organize the industry-education coordinators. Initially, the SDA merely served as a conduit for funding and was not actively participating in coordination activities. Presently, the education coordination funds are allocated to service delivery areas in Pennsylvania on the basis of a statewide formula. This is to increase local coordination efforts. The service delivery area will request proposals for education coordination projects for the next program year. The initial scheme provided little incentive for coordination because the educational institutions found few reasons to coordinate their activities among themselves and with PICs and SDAs. They only needed to obtain "approval" of the project, not to negotiate joint projects or priorities.

This Industry-Education Consortium proposal was originally submitted by one educational institution to the PIC for approval prior to submission to the state vocational education agency. The PIC threatened to withhold approval unless the coordination effort was representative of all the area's educational institutions. Thus, the structure of the present consortium was created.

The state is planning to reduce the funding for industry-education coordinators by one-half. This will require the vocational consortia to provide one-half the financial support for the coordinators.

Characteristics of the Program

The industry-education coordinator is part of a team approach to economic development. The coordinator keeps informed of local company movements by belonging to civic and business organizations. The coordinator also maintains contacts with local industrial development and economic development groups, employment security groups, PIC staff, and other groups.

The coordinator facilitates industrial training by arranging class-size training with an educational institution and by applying for state-appropriated training funds through the field offices of the state vocational education agency. The state-appropriated funds are for customized training and for training for occupational shortages within the labor market area.

SDA job developers arrange their own on-the-job contracts and refer class-size training to the industry-education coordinator who, in turn, refers the training to the appropriate educational institution. Information concerning business contacts and opportunities for training is also shared.

Results

A formal evaluation of the Central Pennsylvania Industry Education Consortium has not been completed. Initial results indicate 5 training contracts resulted from 54 contacts during 1984. Successful results may be demonstrated by the transfer of one-half of the programs financial support from the 8 percent education coordination grant funds to local support.

For further information contact:

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Central Pennsylvania Industry
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Escambia County, Florida

Background

In 1984, a vocational education-JTPA coordinator employed by the State of Florida's Education Department noticed that a great number of JTPA-eligible youth were dropping out of school. The coordinator initiated a search for a school willing to attempt an intervention. The money had to be expended within 1 month. The Escambia County School District recognized a dropout problem existed in its system and also noted that many JTPA eligibles were performing below their established grade level. Many of the low-functioning students were not afforded sufficient remedial help and often joined the ranks of the dropouts.

Organizational Involvement and Funding

The PIC and Florida Department of Education provided funds for the Escambia County School District to purchase a computer system and software to address basic and remedial education for JTPA-eligible youth and adults for day and evening sessions, respectively. The Department of Education holds title to the equipment and has assigned the equipment to the school district.

The JTPA agency has a performance- or results-based contract compensating the school system with $117 for every 1.5 grade-level increase in basic skills for in-school, at-risk youth. The Escambia County School District committed institutional resources to support the implementation of this program. The superintendent began a relatively low monetary cost activity of convincing building principals to accept the strategy and implement the programs and to have the school board accept the program. The school district supplies the facilities, teachers and support personnel necessary to operate the program.

Characteristics of Target Population

Students are screened for JTPA eligibility and assessed for being "at-risk" of becoming a high school dropout. The characteristics of "at-risk" students include 1) students identified by the Florida basic skills test as functioning below grade level, 2) failure of one or more grades, 3) irregular or tardy school attendance, 4) no participation in extra-curricular activities, 5) frequent behavioral problems requiring disciplinary measures, 6) feelings of "not belonging" because of lack of achievement in school, and 7) the need for remediation based on standardized achievement examination scores.

Key Elements

One of the fortuitous preconditions to the initiation of the program was that the state had $100,000 that the Department of Education had to spend in 1 month. The Escambia County School Board and the PICs accepted the idea and committed resources to implement the program within this time constraint. A second factor is that the executive director of the PIC has a close working relationship and is a personal friend of the superintendent of the school district. A third is that computer software and hardware were available to provide for and track student performance on educational competencies. Further factors mentioned by the principal actors are as follows: (1) the SDA does not directly providing training, (2) the school board and the building principals accepted the strategy quickly, and (3) the PIC and school administrative staff respected the roles of the other agencies.

For further information contact:

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The School District of Escambia County
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Job Shop
Stanton, Virginia

Background

Job Shop is a subsidiary of Career Planning Consultants. Job Shop provided training in "soft skills" (employability or job seeking skills) for CETA prime sponsors and for JTPA service delivery areas during the first part of this decade. Job Shop is a private, for-profit enterprise linking vocational education with JTPA funded programs.

Organizational Involvement and Funding

Job Shop creates or purchases class-size, individualized, competency-based training programs under performance-based contracts. Job Shop responds to requests for proposals from the Shenandoah Valley PIC (and others) with a training proposal. If the proposal is selected, Job Shop locates a facility for training (often a vocational school during normal school break periods), obtains the services of an instructor, recruits and determines eligibility of clients, and commences work on placement.

Job Shop has initiated several employer-based training programs. Job Shop provides 3-4 weeks of intensive skills training and then places the trainee with a firm in on-the-job training. After the completion of training, Job Shop places the individual with the firm providing the on-the-job training or another firm.

Characteristics of the Client Population

The clients are public school "casualties." These are individuals who have left school for many reasons: trouble with the law, lack of interest, parenting or financial difficulties. The individuals then found themselves unemployed, underemployed, unskilled, on welfare, or in some other undesirable situation.

Key Elements

Job Shop has developed an incentive system that is structured to reward its own employees who put forth the extra effort to help clients help themselves. Job Shop is willing to assume the risk of performance-based contracts; this is one of their primary functions. Many public agencies and institutions are not able or willing to accept the risks involved with performance-based contracts. Job Shop has the same goals as the PICs they serve: to serve clients, to not have disallowed costs, to meet performance standards, and to meet the objectives of the plans. The reasons for meeting these goals may differ but the actions are in concert.

A relationship between Job Shop and vocational schools is essential for the success of the venture. Without the expertise of vocational educators, it would be impossible to arrange high-quality training. The vocational schools are offered a chance to serve clients who have not been and may not be served by educational institutions and to utilize slack facility resources to provide training.

Results

The Shenandoah Valley PIC is satisfied because they met all performance standards last year. The SDA utilized true performance-based contracts for 68 percent of the funds, step-wise performance-based contracts (payments for achievement of steps in the process) for 10 percent of the funds, and cost-reimbursement contracts for 22 percent of the funds. The SDA is looking to decrease the amount of cost-reimbursement contracts next year.

The system may be working too well. The competition between Job Shop and other proprietary institutions bidding for JTPA contracts may create alliances between vocational schools and other proprietary firms. Vocational schools will press for a larger share of the JTPA contracts for facility and equipment lease. This could transfer marginal profit from proprietary institutions to the vocational schools. The opportunity exists for vocational schools to assume the risk in return for the reward now received by the proprietary institutions.

For further information contact:

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Career Assessment and Counseling Center
Springfield, Ohio

Background

In April 1985, the JTPA-funded Individualized Training program (IT) became the Clark Technical College's individualized training program. The IT program had been operating since March 1983 as an independent agency subcontracting with both CETA and JTPA. The director of the Career Assessment and Counseling Center (CACC) had approached Clark Technical College with a proposal that CACC become a part of the college. Presently the IT program, as part of the CACC, shepherds individuals through the self- and career-assessment process and then into skill training for placement in an unsubsidized position.

Organizational Involvement and Funding

Applicants are referred to the program by the local employment and training office and other social service agencies. The applicants attend a career exploration seminar designed to help them assess the appropriateness of their training goals. After acceptance to the program, the client's academic progress and personal adjustment to training are explored in monthly counseling sessions with a CACC counselor. Individual trainees participate in training programs at several institutions through the southwest quadrant of Ohio as well as at the host institution, Clark Technical College.

Most IT participants receive government educational grants that they apply toward college tuition. JTPA provides funding for expenses not covered by the student's educational grants.

Characteristics of the Target Population

The program assists displaced workers, women entering or reentering the labor force and other JTPA eligible clients. The median age of clients is 30 years, but range in age from 18 to 55 and above. The assessment procedure allows individuals to reconcile their employment aspirations with the realities of employment possibilities and prevailing wages in the economy. The program accepts only those individuals with the skill and motivation to make it in school. The program is selective because of the level of resources committed and the desire by administrators to have clients succeed.

Key Elements

The key elements to the program include the assessment and intake procedures previously outlined above. Many former clients feel the personal attention and encouragement provided to IT participants was the principal reason for individual success. This personal attention and encouragement is seen as "coddling" by some of the program's critics. Many clients and administrators point out that the key component to this coordination effort is the director of the CACC, Lara Braxton. Braxton has devoted the energy necessary to develop coordination between the JTPA agencies in the area and Clark Technical College, where JTPA funds were once disdained. Now, both entities are more flexible with each other and concerned with meeting the needs of clients often in areas that may not be reflected in performance standards.

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CHAPTER 5

CONCLUSIONS AND OPTIONS

The Perkins legislation requires the National Center to report annually on joint planning and coordination under that act and JTPA. This first report has presented information on how the individuals responsible for implementing the two acts define coordination and their assessments of the effectiveness of the provisions in the acts intended to facilitate joint planning and coordination. This chapter summarizes the information presented in the previous chapters in the form of answers to a set of basic questions about coordination of vocational education and JTPA.

In presenting any generalization, it must be emphasized that the level of coordination of JTPA and vocational education is influenced by many variables ranging from the autonomy of the state board for vocational education to the personal relationships between program staff of local schools and JTPA administrative entities. One of the most striking aspects of the data collected for this study is their variability. Coordination varies across states and within states. It is common within a single SDA to find some vocational institutions working well with JTPA and others that have few contacts. The following generalizations describe broad national tendencies.

Q1 How extensive is joint planning under the two acts?

A1 There was very little joint planning of programs conducted during 1986. Because of the dates when the two acts were passed, there was little opportunity for joint planning.

Discussion: The 2 years between the passage of the JTPA and the Perkins Act and the planning requirements in these acts put their plans out of phase with each other until July 1988. Plans for programs to be conducted after that date must be conterminous to comply with section 113(a)(1)(B) of the Perkins Act.

The Perkins Act requires that the state plan for vocational education be available for review by the job training coordination council at least 60 days prior to submission to the Secretary of the U.S. Department of Education. After the Perkins Act was passed in October 1984, May 1985 was the date set for submission of the state plan. This meant the plan had to be available for review by March 1985. Vocational planners were hard pressed to meet these deadlines.

The short time period partially explains the limited response to the review of the state plans. About 60 percent of the state respondents from both systems reported that the reviews by the coordinating councils caused no changes in the state plan for vocational education. Joint planning was the activity most frequently mentioned by agency directors as hindered by lack of coordination. There was not even much similarity in the methods proposed for coordination in the vocational education state plans with the coordination criteria listed in the JTPA state plans. Some of the JTPA respondents interviewed during the site visits criticized the quality of the state vocational education plan.

The Perkins Act also attempts to encourage joint planning at the local level. Applications from eligible recipients for Perkins funds must describe coordination with relevant JTPA programs and be available for review by the SDA administrative entities. Some state vocational education agencies require signatures of SDA representatives on local applications certifying that they had the opportunity to review the applications. Respondents from state JTPA agencies estimated that about two-thirds of the SDAs are conducting such reviews, and about half thought the practice promoted coordination.

Interviews during the site visits, however, revealed little significant movement toward more extensive joint planning. The review of local applications by SDA representatives appeared to be pro forma with little expectation it would lead to changes in the application. Both sides expressed an interest in knowing more about what the other was doing, but few had established mechanisms for providing such information. In some of the states that were visited, the vocational education agencies have set up regional planning groups that meet on a regular basis and in which JTPA representatives participate. Even in these states, however, JTPA respondents tended to view these groups as having little relevance to their programs. Some approximation to joint planning was found in local areas where influential vocational educators were active members of PICs. Such members kept the PICs informed of existing programs in public institutions and tried to guide their programs to complement JTPA efforts.

Planning for programs to begin in July 1988 will be on the same schedule and will provide more opportunities for joint effort. It appears, however, much work will have to be done if the planners for the two systems are to take advantage of these opportunities.

Joint planning appears in some ways to be like the 55 mile per hour speed limit for interstate highways. Public opinion surveys reveal general support for this limit, and studies of its effects reveal lives have been saved and fuel consumption lowered. Yet few people drive at this speed. The immediate considerations of a car capable of far higher speeds, the desire to reach one's destination, and the low probability of enforcement combine at the individual level to outweigh the acknowledged social benefits.

In a similar manner the advantages of joint planning were recognized and even advocated by many of the administrators interviewed for this study. Actually conducting joint planning, however, is a difficult process that presents risks to the autonomy and resources of the agencies involved. Agencies which enter into joint planning must agree on at least one common or shared goal, the resources from each that will be directed to achieving the goal, and who will control these resources. Each of these decisions is contrary to the natural tendency of a bureaucracy to maintain the maximum control possible over its perceived area of authority. When these disincentives are considered with the difficulties of aligning different regulations, funding sources, eligibility criteria, planning areas and time schedules, it should be no surprise that little joint planning was found.

Having said this, however, it should be noted that this study found that the requirement for a cooperative agreement for use of the 8 percent funds did promote joint planning. With the 8 percent funds there is a powerful incentive for the vocational education side to reach agreement. Under section 123(d) of JTPA, if such an agreement is not reached the funds become available to the governor to be used as specified under section 121 of JTPA. Joint planning in this case does not depend on the willingness of the participating parties to make mutual adjustments. If agreement is not reached, one party can assert control.

Q2 To what extent are JTPA clients receiving instruction or other services from public vocational education institutions?

A2 The data this study was able to collect do not allow a precise answer to this question. The available data suggest that a large proportion of JTPA clients are served by public vocational education, especially in rural areas and smaller cities. In large urban areas, alternative service providers, such as community based organizations and proprietary schools, are used more than public institutions.

Discussion: This answer is based on a variety of evidence. Only 15 of the states that responded to the mail survey were able to provide any data on the extent of classroom training in public institutions and for 2 of these 15, the data were only for the 8 percent set-aside of the title IIA funds. The SDAs that were visited also had difficulty providing information on enrollment by type of institution. These several sources are not adequate to present any national figures on the number of JTPA clients being served by public institutions. They do, however, point strongly to rather extensive usage of public education.

Even in the large urban areas, there is often more use of public facilities than appears evident from a review of service providers. In large urban areas, community-based organizations are often the most frequent subcontractors for classroom training. Some of these community-based organizations conduct their programs in cooperation with public institutions that provide facilities or other resources such as instructors or curriculum. In one SDA that was visited, the community-based subcontractor used its JTPA funding to provide support services, instruction in English, and community college tuition. The local community college provided occupational skill training to these clients, and the college received its usual enrollment-based reimbursement for these students from the state. This is one of many instances where there was extensive coordination, none of which was reflected in the available indicators.

Q3 Is the 8 percent set-aside of JTPA title IIA funds promoting coordination?

A3 In most states the 8 percent set-aside has improved communication and encouraged joint efforts. The 8 percent funds were generally reported to have provided services that otherwise would not have been available. In some states, the 8 percent funds have produced more conflict than coordination, but relatively few of the respondents (17 percent from vocational education, 11 percent from JTPA) reported the 8 percent funds had an overall negative effect on the quality or level of coordination in their states.

Discussion: There is no facet of JTPA-vocational education coordination that has received more attention than the 8 percent set-aside. This is due mainly to the change in this set-aside from CETA to JTPA. Six percent of CETA funds were specifically designated for coordination with vocational education. Under JTPA the language was changed to say "any State education agency responsible for education and training." This was not an accidental change for vocational educators lobbied to retain the CETA language. Their inability to do so reflects a judgment by Congress that less specific language may be more conducive to coordination. The change obviously has created conflict in some states. The controversy is most evident in those states where the governors have assigned administrative responsibility for the funds to an agency other than the main education agency. Even in the other states where the education agency administers the 8 percent set-aside, there is often disagreement about priorities and how the funds should be distributed.

Such disagreements are probably inevitable because the 8 percent funds are such an attractive resource. They can be used for almost any purpose that can be shown to provide services for eligible participants or facilitate coordination of education and training services. There are no federal requirements on how the 8 percent funds are to be distributed, and programs conducted with them are not subject to performance standards. Most states use at least some of the 20 percent intended to facilitate coordination to pay for staff who develop and monitor joint activities. Only a small proportion of this 20 percent, however, is being used in ways that increase the institutional capacity of the two systems to work together.

Conflict over the 8 percent funds is not necessarily a sign of less coordination. Conflict can reflect movement from a condition of no interaction to a state of disagreement over how to work together. Such disagreements may produce a creative tension that leads to more innovative approaches to serving individuals in need. Despite the repeated complaints about the 8 percent funds that were heard during the site visits, most of the respondents from both systems felt the 8 percent set-aside had promoted communication and joint planning.

Q4 How effective are the other provisions in the two acts that are intended to encourage joint planning and coordination?

A4 The provisions have been implemented in almost all states. A majority of the respondents, usually by a ratio of 2 to 1 or more, report these provisions have improved coordination.

Discussion: The several provisions in the two acts, and the emphasis on training in JTPA, seem to have created a heightened awareness in the two systems of the need for coordination. A strong majority (70 percent or more) of the state leaders of both systems think coordination is better now than it was under CETA. Respondents noted the requirements in the two acts as among the strongest factors encouraging state JTPA and vocational education agencies to coordinate.

Q5 What are the main factors discouraging or hindering coordination?

A5 The differences in the purposes and sources of funding for vocational education and JTPA.

Discussion: Fundamental differences exist between vocational educators and employment and training professionals in their assessments of how best to serve individuals with serious barriers to employment. Most vocational educators feel these individuals are best served by fairly long-term training programs which provide in-depth knowledge of an occupational area in which future career shifts can be made. Vocational educators tend to be skeptical of the value of much of the on-the-job training JTPA participants receive. Many of these jobs, in the opinion of vocational educators, JTPA participants could have gotten on their own, and the training contract is mainly a subsidy to employers.

Employment and training professionals, for their part, question the value of much of the training vocational education offers. Often, they claim, it is not relevant to the needs of the labor market, and students cannot find jobs after completing the training. They further contend that even if the training is appropriate, few JTPA clients can afford the loss of income long-term, full-time training requires.

The effectiveness of the two approaches is really an empirical question about which the JTPA experiments currently being prepared should provide some answers. These answers are unlikely to be as definitive as either side would like, but they should sugggest which type of services are most likely to be of help to which type of clients. Vocational educators would argue that the value of longer training should be evaluated through longer follow-up. The real value of such training, they contend, is over a career, not necessarily in the first job after training.

Q6 Can the factors inhibiting coordination be eliminated or minimized?

A6 Barriers that arise because of insufficient contact between the systems can be overcome through greater sharing of information and by providing incentives for joint activities. Barriers that arise because of the certification role of schools are more difficult to overcome.

Discussion: Public schools must simultaneously perform two basic functions: (1) assist all students to achieve their maximum potential and (2) guide and prepare these same students toward their future occupational roles in society. A basic element of this second function is the certification--through the award of a high school diploma--that the individual has acquired certain basic communication, computational, and deportment skills. The education reform movement can be interpreted as a reaction to the erosion of high school standards during the past 20 years.

What is being called the "second wave" of the reform movement is focusing increased attention on those students who traditionally have had difficulty succeeding in school. The label "at-risk" is being used with greater frequency. Dr. David Horubeck's presidential address to the Council of Chief State School Officers in November 1986, for example, was titled "Meeting the Needs of At Risk Children and Youth: A National Imperative." Designing more effective programs for young people who cannot or will not meet more rigorous academic standards will be a major focus of educators in coming years.

Even with far more effective programs, however, it is likely that a significant number of young people still will not successfully complete school. Students who are disruptive and who refuse to perform the required work cannot be graduated. Second-chance opportunities will be needed for these young people, if they wish to take advantage of them. Some of these opportunities can be offered by such public institutions as adult basic education centers and community colleges. For other young people who have had mainly negative experiences in such institutions, alternative opportunities will continue to be needed.[7]

A key to ensuring that these alternatives are complimentary and not duplicative of existing programs is, of course, communication. Active membership of vocational educators on JTPA councils was often found in those states and SDAs that appeared to have achieved higher levels of coordination. Informal networks and regular contacts among key decision makers were also characteristic of areas with good coordination. These networks were more common in rural areas and smaller cities than in large urban areas.

Q7. Does an educational institution acting as a JTPA administrative entity facilitate coordination?

A. There are some advantages in an educational institution acting as an administrative entity. There are also risks that competing priorities can obscure the focus on the primary missions of either the institution or JTPA.

Discussion: Project staff visited three SDA's in which the grant recipients/administrative entities were community colleges. In each case the SDA had been created out of an area that had been included in the balance of state under CETA. The community colleges did not have to compete with former CETA prime sponsors to be named as administrative entities. In these three SDAs the staff were employees of the community colleges yet they enjoyed a good deal of independence. Each, for example, was housed in a separate building that was not on the community college campus. All three were placing more of their clients in on-the-job training than in classroom skill training, apparently to avoid any charges the colleges were using JTPA clients to fill their classes. The chairperson of one of these PICs even reported that his PIC did not like to send its clients to the community college because clients who got associate degrees tended to leave the area. Administrators for the community colleges and the SDAs in the three areas rated their level of coordination very high. They attributed this high level to mutual respect, good communication, and the ability to resolve problems and get final decisions on policy questions in a timely manner.

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[7] For a discussion of factors influencing the relationships between public vocational education and one of the primary alternatives, community-based organizations, see Bailis (1987a).

Tennessee was not one of the states visited for this study, but Dr. James Moore, director of Job Training Program for the State Board of Regents, has shared some of the Tennessee experience with community colleges acting as administrative entities with the writers of this report. When JTPA was enacted, the governor of Tennessee attempted to have community colleges and technical institutes named as administrative entities for all 14 SDAs that he had designated. The final selection of grant recipients and administrative entities, however, is the responsibility of PICs in accordance with their agreements with the chief elected officials who appointed the councils. In Tennessee, community colleges were selected to act as administrative entities in seven SDAs. As in the three that this study visited, these SDAs had been created out of the previous balance of state and it was not necessary for the community colleges to compete with former prime sponsors to be named as administrative entities.

At a recent conference for employment and training officials, Dr. Moore reported that if he were to advise the governor today, he would recommend against having community colleges designated as administrative entities.[8] In Dr. Moore's opinion, acting as an administrative entity puts too many demands on the senior administrators of a community college, and sometimes diverts their energies from their primary mission of providing education services. As in the three SDAs that were visited for this study, the community colleges in Tennessee that are acting as administrative entities have fewer JTPA clients enrolled in classroom occupational training than the other postsecondary institutions in the state. Since the basic purpose of JTPA is to focus attention on underserved individuals, any agency that administers the act must guard against this purpose being obscured by competing priorities.

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[8] National Governors' Association, Bethesda, Maryland, 4 December 1986. Dr. Moore's remarks were oral. Notes from the presentation were verified with Dr. Moore in a personal communication dated 31 December, 1986.

Overall Conclusions

The overall conclusion of the study is that many JTPA clients received instruction in public vocational programs during 1986, but in most cases this was not as a result of joint planning. Instead, JTPA officials decided the kinds of training to be provided--sometimes with the participation of vocational educators as members of JTPA state and local councils--and public vocational institutions often were selected to provide this training. The exception to this generalization was for programs funded under the JTPA 8 percent set-aside. For these programs the legislation requires a cooperative agreement, and this often caused joint planning in the development of the agreement.

The Perkins Act specifies that the National Center shall report on the "extent, efficiency, and effectiveness of joint planning and coordination" under the two acts. On these criteria the conclusion must be that for programs conducted in 1986 there was little joint planning. The other legislative provisions to encourage coordination have generally been implemented and appear to be increasing the awareness of the need to coordinate. If use of public vocational facilities to provide classroom training for JTPA participants is accepted as an indicator of efficiency and effectiveness, such usage appears to be extensive. Because of difficulties in obtaining data, however, more definite answers on these criteria are not possible at this time. The data to be collected for the second annual report will enable more adequate assessments of efficiency and effectiveness.

Policy Options

The main recommendation applicable to all levels of both the employment and training and vocational education systems is to consider carefully any major changes intended to encourage coordination. During calendar year 1986, JTPA programs were completing their second year and entering their third. Programs assisted by the Perkins Act were completing their first year and entering their second. Significant shifts in federal emphasis had been made in both of these acts and, in general, the two systems seem to have responded well and were implementing the several provisions intended to foster coordination. It appears advisable to allow both systems to mature without major change to see if the increasing awareness and willingness to coordinate leads to further integrated efforts.

Joint Planning

The exception to this overall recommendation is in the area of joint planning. This may be because the time periods for planning programs conducted in 1986 were still not coterminous. If the policy makers for the two systems were as willing to do joint planning, however, as their interview responses indicated, it seems that much more would already have been taking place.

In most states the right of JTPA representatives to review and comment on the state plan and local applications for vocational education funds does not appear to be improving coordination. Even when there is responsiveness on the part of the vocational education agencies, the review of the completed plan seems to have limited effect. In some states the review procedures appeared to raise expectations that were not fulfilled and overall to be more detrimental than helpful.

Federal options. Three options the Congress may want to consider are these:

- Eliminate the provision for the job training coordinating council to review and comment on the state plan for vocational education

  (or)

- Enact a provision for the state board or the state council on vocational education to review and comment on the governor's coordination and special services plan

- Reserve a portion of the funds authorized under both JTPA and Perkins to be distributed upon approval of a joint plan submitted by the state agencies responsible for the administration of the acts

Eliminating the review provision for the state plan for vocational education would reduce the frustration that many job training coordinating councils experience when they perceive their suggestions are ignored. It would, however, eliminate one channel of communication between the systems. For programs to begin in July 1988, there is opportunity for JTPA representatives to be involved in the development of the plan. Such involvement is likely to be more constructive than a review of the completed plan. It would probably be best to determine if there is more joint participation in developing the plans to begin in July, 1988 before Congress considers the merits of the review provision.

The second option concerns the review of the governor's coordination and special service plan by the state board or council for vocational education. The receptivity of vocational educators to the review of their state plan might be enhanced if representatives of their system had the statutory right to review state plans for JTPA. Some representatives are involved through membership on state JTPA councils, but the omission of a right to review JTPA plans causes a perception among many vocational educators that the legislation is not balanced. This perception is reinforced by language in JTPA and Perkins that appear to give the job training coordinating council some oversight responsibility for all activities related to vocational education, training, welfare, and economic development. Section 122(b)(7)(A) of JTPA is the clearest example of such language:

> [The state job training coordinating council shall] identify in coordination with the appropriate state agencies, the employment and training and vocational education needs throughout the state and assess the extent to which employment and training, vocational education, rehabilitation services, public assistance, economic development, and other federal, state, and local programs and services represent a consistent, integrated, and coordinated approach to meeting such needs.]

This language raises concerns among vocational educators that might be allayed somewhat by a reciprocal right to review plans and by placing as much stress on public-public partnerships as there is on the public-private partnership. The welfare reform initiatives presently being discussed indicate that the need for public-public partnerships extending beyond education and employment and training will increase. The initiative of the National Governors' Association is based primarily on increasing and improving day care, education, and employment and training services to welfare recipients. The Greater Avenues for Independence (GAIN) program in California and the ET Choices program in Massachusetts have given national visibility to such efforts and many more states will be implementing similar initiatives. As more agencies become involved, the problems of coordination will increase.

The third option--reserving funds for jointly submitted plans--has the most potential for stimulating joint planning. This option is likely to be vigorously opposed by representatives of both systems who resist any additional restrictions on the use of funds. If the advantages claimed for joint planning are to be realized, however, it appears that incentives and sanctions are necessary to overcome the constraints that presently discourage agencies from becoming involved.

A percentage of funds available to states under each act could be held to be distributed upon approval of a joint plan for programs that address the purposes of the two acts. This plan would have to be developed by the agencies that administer the acts and recommended for approval by the governor. Final approval would rest jointly with the Secretary of the U.S. Department of Labor and the Secretary of the U.S. Department of Education. If a joint plan were not submitted, the funds would revert to the secretaries, not to the separate agencies in the states. Such requirements would increase the administrative burden for the states, but would test whether joint planning will yield the benefits that administrators for both systems claim for it.

An alternative that would not require congressional action would be for the U.S. Secretary of Education and the U.S. Secretary of Labor to jointly fund demonstration programs. A portion of the funds reserved for the secretaries for demonstration projects (sections 433 of JTPA and 411 of Perkins) could be pooled to support projects that innovatively combine the purposes and allowable activities of the two acts. Such projects could be funded on a competitive basis to states and eligible local recipients that submit jointly planned proposals.

State options. State administrators who are dissatisfied with their current level of joint planning could develop agreements for representatives from both systems to serve on each others' planning teams. The willingness to enter into such an agreement is likely to be found in states that have a fairly good climate for coordination.

States where the two systems have not worked well together and which wish to improve their relationships may want to call upon third-party assistance. The Council of State Planning and Policy Agencies, an affiate of the National Governors' Association, offers states the opportunity to participate in Policy Academies to address policy issues. These academies bring together several states to design, critique, and implement selected strategies to address a policy issue of mutual concern. States that are interested in exploring this resource should contact the Council of State Planning and Policy Agencies at 400 North Capitol Street, Washington, DC 20001.

Another third-party resource that can be called upon is the Negotiated Investment Strategy (NIS). NIS has been supported by the Charles F. Kettering Foundation of Dayton, Ohio specifically to address disputes over allocation and use of public resources.

To quote from its brochure:

> The NIS is designed to integrate the process of planning and implementation. Parties with appropriate resources and/or a stake in the policy outcome are convened for the purpose of dealing with the problem areas in a comprehensive manner.[9]

Administrators who are interested in exploring NIS further should contact the Kettering Foundation at 5335 Far Hills Avenue, Dayton, Ohio 45429.

Local options. PICs that want to improve their relationships with vocational institutions may want to actively recruit vocational educators as members. If any joint planning was found, it was in those areas where vocational educators were active members of PICs. One cannot infer from this that such membership leads to good coordination. In the judgement of the staff which conducted this study, vocational educators were on PICs in those areas where conditions were conducive to coordination. In other words, a vocational educator on a PIC was more an indicator of a good climate for coordination rather than a cause of that climate. Nevertheless, when vocational educators were on PICs, better communication and working relationships were found.

Data Needs

The study encountered considerable difficulty at both the state and local level in obtaining data on the number of JTPA clients who were served by public vocational education. In all states and SDAs their management information systems had data on the general type of services clients received--classroom training, job search assistance, on-the-job training and other services. Information on whether the service provider was a public educational institution or some other source was usually not available. At the local level, SDA administrators were able to identify providers as public or private but this information was not linked to the type of services each client received.

The General Accounting Office (1986) has reviewed the JTPA data collection system. The Department of Labor has been attempting to develop a system that will provide reliable national data without imposing a reporting burden on administrative entities. The Office of Management and Budget rejected some of the department's original proposals as too burdensome. As a result of these conflicting objectives, the current data system is less complete and consistent than most of the parties involved would like.

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[9] Kettering Foundation, Negotiated Investment Strategy. Dayton, Ohio: Kettering Foundation, 1982.

Since the General Accounting Office report, the Department of Labor has required a standard 13-week follow-up of JTPA terminees. The other major change in the JTPA data collection system is the decision to replace the longitudinal survey with a number of field experiments involving random assignment of clients to different services such as job search assistance, on-the-job training, or classroom skill training. Eventually the field experiments will provide the best estimates of the kinds of services that are most effective for different types of clients. These data will not be available, however, for some time. The data from the longitudinal survey which contain information on type of service providers are not yet available for public analysis.

Recommended action. The addition of a data item to the JTPA annual status report categorizing the primary service providers for clients would greatly increase the availability of information on service to JTPA clients by public vocational institutions. Joint planning, cooperative agreements, information sharing and so on are only means leading to the objective of the two systems working together. The number of JTPA clients being served in public institutions is an objective indicator of whether the systems are working together.

The U.S. Department of Labor should examine the feasibility of requiring an item on the individual client record that would categorize the primary service provider for a client. The primary provider would be defined as the one with which the client spent the most hours while receiving JTPA services. The determination would be made at termination and added to the form that is used to document termination. The individual data would then be aggregated into the JTPA annual status report. The additional reporting burden can be justified by the significant increase in information on coordination it would yield.

Direct Actions

State and local administrators who want to improve coordination should consider taking the following actions. These approaches have proved successful in several of the areas visited for the study and can be directly implemented. They do not require any changes in legislation or regulations.

Improve communication. Any avenue that improves communication and information sharing between the systems is likely to improve the climate for coordination. Conferences that bring together JTPA and vocational education staff to discuss common problems have had good results. They are generally evaluated very positively by the participants. In some areas, use of public education by JTPA administrative entities has increased following such conferences.

The value of having a vocational educator on a PIC has already been discussed. If full membership is not possible, vocational educators can volunteer to serve as a non-voting member of subcommittees. JTPA administrators, in turn, can volunteer to serve on the advisory committees for vocational institutions.

Administrative entities and educational institutions that have small staff can benefit by hiring a person who has had experience in the other system. The legislation, regulations and procedures of the two systems are complex. At the local level, staff usually have to perform many functions and it is very difficult to be knowledgeable of both systems. Administrative entities and schools who had staff who had worked for the other system found such experience to be a major asset.

Modify performance-based contracts. Educational institutions are accustomed to being reimbursed on the basis of the number of students they teach, not on the subsequent outcomes of those students. Performance-based contracting is a new and risky prospect for them. The reluctance of institutions to enter into performance-based contracts can sometimes be overcome by basing part of the payment on outcomes over which schools have more control. These could include the percentages of students who complete half the program, the percentage who complete the full program, and the percentage who perform at specified levels on competency measures. Schools have more confidence that they can influence these outcomes and are more willing to enter such contracts than those that tie all payments to employment at specified wage rates.

Supplement on-the-job training with classroom training. The basic differences between vocational educators and employment and training specialists in their perceptions of the best way to serve disadvantaged people have been noted. One way to bridge these differences is to supplement on-the-job training with classroom training. This responds to the need of most JTPA clients for immediate income and has the potential to teach broader skills than may be learned in a specific job. This model might also increase the attractiveness of JTPA clients to employers who have skill requirements that are higher than the usual client can meet.

The investment such employers make in training would be supplemented by the training provided by educational institutions yielding an employee with more career potential. Since the classroom training could be offered outside of regular hours, it should be easier for vocational institutions to schedule these classes.

Keep trying. The primary message of this study is that the level of coordination achieved in any state or locality reflects a complex interaction of many influences of which needs, resources, history, and individual relationships are among the most important. Despite the differences between the employment and training and vocational education systems, when there is agreement on needs and the ways to address these needs, administrators from the two systems can find ways to work together. For such agreements to be reached, however, takes time, communication and the development of some degree of mutual trust. When coordination is achieved, it is often described as a win-win situation, an outcome that is always desirable to achieve.

APPENDIX A

SUPPLEMENTAL TABLES

There are two sets of tables in this appendix. The tables numbered A-1, A-2, etc. have no corresponding tables in the chapters. The tables numbered 2.1, 2.3, etc. present more detailed information for the tables with the same numbers in the chapters. The second set are not numbered consecutively. Instead they have the same number as their corresponding tables in the chapters.

APPENDIX TABLE A-1

EXISTENCE OF ECONOMIC DEVELOPMENT PLAN THAT DEFINES ROLES OF VOCATIONAL EDUCATION AND JTPA

Status of Plan	Percentage			
	Agency Directors		Council Chairs	
	VE	JTPA	VE	JTPA
Plan defines roles	22	16	22	16
Plan exists, but does not define role	12	10	11	18
Plan is informal, general approach	2	10	7	7
Plan is being developed	10	6	9	5
Respondent uncertain	-	-	11	5
No plan	51	54	37	45
No response	2	4	4	5
Base for percentages	49	50	46	44

APPENDIX TABLE A-2

RESPONSIBILITIES DESCRIBED FOR VOCATIONAL EDUCATION AND JTPA BY AGENCY DIRECTORS AND COUNCIL CHAIRPERSONS

Responsibility	Percentage Listing Responsibility			
	Agency Directors		Council Chairs	
	VE	JTPA	VE	JTPA
Vocational Education				
Skill training	29	30	20	16
For everyone	20	4	9	2
Economic development	6	8	7	14
Manage 8 percent	4	-	-	
Provide facilities for JTPA	4	6	4	5
Plan does not define, no response, not asked	49	60	63	59
JTPA				
For the disadvantaged	35	20	24	20
Economic development	16	16	9	12
On-the-job training	6	12	11	2
Support services	4	2		
Broker role, match client and services	4	10	7	5
Plan does not define, no response, not asked	49	48	54	61
Base for percentages	49	50	46	44

APPENDIX TABLE A-3

ACTIVITIES MOST HINDERED BY LACK OF COORDINATION

Activities Hindered	Percentages			
	Agency Directors		Council Chairs	
	VE	JTPA	VE	JTPA
Direct service to clients	20	20	22	27
Joint planning, review	20	30	17	16
Communication	10	10	11	9
Use of local facilities	6	2	-	5
Economic development	2	2	2	-
Other	-	2	-	2
No activity hindered	12	16	17	20
No answer, don't know	28	18	32	20
Base for percentages	49	50	46	44

APPENDIX TABLE A-4

FINAL COMMENTS, RECOMMENDATIONS, OR OBSERVATIONS THE REPORT SHOULD STRESS

Final Comments, Observations, Recommendations	Percentages			
	Agency Directors		Council Chairs	
	VE	JTPA	VE	JTPA
Coordination working well	10	6	13	23
Coordination process				
Governor must push	6	2	2	2
Joint planning is a must	6	4	-	8
Systems must agree on on terms, eligibility, forms, etc.	6	12	-	7
Coordination takes time	4	-	4	2
Continue efforts	6	10	15	11
Only one agency	4	4	11	5
Cannot mandate, must be voluntary	8	6	2	-
Include more agencies	2	-	4	-
Legislation				
Simplify languages	12	10	7	2
Mandate coordination	8	10	9	5
Languages too restrictive	8	4	2	7
Remove 8 percent match	8	4	2	-
Provide incentive for coordination	-	2	4	7
More funding	-	-	-	7
Create one law	-	4	-	2
Allow JTPA dollars to match Perkins	-	4	-	-
Vocational Education Administration				
Planning must be improved	2	4	2	9
U.S. Dept of Ed. is a barrier	4	6	-	-
Need short-term focused training	-	4	2	-
Serve drop-out prone earlier	-	2	4	5
Improve image	-	-	4	2
Use Perkins for model programs	-	2	-	2

APPENDIX TABLE A-4
(Continued)

Final Comments, Observations, Recommendations	Percentages			
	Agency Directors		Council Chairs	
	VE	JTPA	VE	JTPA
JTPA Administration				
Use existing education	14	2	-	-
Give vocation education more input	12	-	-	-
Give PIC more decision-making authority	4	10	-	2
Local PIC must be involved	2	2	4	-
U.S. Department of Labor keeps changing rules	2	4	4	-
More emphasis on education	-	-	8	-
Keep JTPA public not private	2	-	-	2
Other				
Remediation for current work force	2	4	2	-
Literacy emphasis	2	2	-	2
Distinction between voc. ed. and JTPA	2	2	2	2
Other individual responses	-	6	22	11
No response	12	10	7	9
Base for percentages	49	50	46	44

NOTE: Percentages are based on number responding to survey. Total exceeds 100 percent due to multiple response.

APPENDIX TABLE A-5

OTHER AGENCIES RECEIVING 8 PERCENT FUNDS

JTPA RESPONDENTS

Agencies	Percentage Reporting Mechanism
Community colleges	17
Other state agencies	14
Training institution (unspecified)/ CBOs	11
Corrections	11
Service delivery areas	6
Council on vocational education	6
State job training coordinating council	3
Local education agencies	3
No response	58

NOTE: Percentages are based on 36 states responding to the questionnaire. Total sums are more than 100 percent because more than one response was possible.

APPENDIX TABLE A-6

INVOLVEMENT OF VOCATIONAL EDUCATION REPRESENTATIVES IN PLANNING USE OF 80 PERCENT OF 8 PERCENT

VOCATIONAL EDUCATION RESPONDENTS

VE involvement	Percentage
Participated through meetings	33
Joint effort VE-JTPA	25
VE agency not involved	22
Agency participates through SJTCC	17
Assisted participants with proposals	7
Mandates from governor's office	6
JTPA administration set guidelines	3
Vocational education received the funds	3

NOTE: Percentages are based on 36 states responding to the questionnaire. Total sums to more than 100 percent because of more than one response.

APPENDIX TABLE A-7

MAJOR STATE-LEVEL PARTICIPANTS INVOLVED IN PLANNING USE OF 80 PERCENT OF 8 PERCENT

JTPA RESPONDENTS

Major state level actors	Percentage
JTPA administrative entity	44
Department of Education/Office of Public Instruction	33
State job training coordinating council	31
Administrative entity for vocational education	19
Governor	14
Council on vocational education	6
State education coordinating committee	6
Labor	3
Employment Security	3
State university/Board of regents	3
Superintendent of public instruction	3
Board of community colleges	3
Aging	3
Private industry councils	3
Service delivery areas	3
Local education agencies	3

NOTE: Percentages are based on 36 States responding to the questionnaire. Total sums to more than 100 percent because of more than one response.

APPENDIX TABLE A-8

WAYS ACTIVITIES FUNDED UNDER 80 PERCENT OF 8 PERCENT WERE DIFFERENT FROM REGULAR SERVICES

Activities	Percentage	
	VE	JTPA
Supplemental training	36	--
New offerings/not ordinarily available	19	19
Individualized competency base instruction/customized	14	11
Supplemental funding	14	--
Support services	8	3
Served in-school youth	6	3
Job entry skills	6	6
Adult literacy	3	--
Not different than existing programs	--	22
Special populations (unspecified)	--	17
Programs would not be funded by SDA	--	6
Classroom and less than class training	--	6
Comprehensive services	--	6
Eight percent must be matched	--	6
Different outcome measures/ performance standards	3	3
Support materials	--	3
Less remedial education	--	3
More remedial education	--	3
Long term vocational education	--	3
New programs	--	3
Offenders	--	3
Don't know	14	--

NOTE: Percentages are based on 36 states responding to the questionnaire. Total sums to more than 100 percent because more than one response was possible.

APPENDIX TABLE A-9

MAIN ACTIVITIES FUNDED WITH 20 PERCENT OF 8 PERCENT

Twenty percent activities	Percentage	
	VE	JTPA
Coordination specialists/technical assistance staff	62	56
Career information	17	8
Demonstration/research projects	17	8
In-service and professional development	14	28
Curriculum development/materials	11	19
Joint projects/funding	8	6
Industry-education coordination	8	6
Employability skills	6	3
Labor market information	6	8
Held for use by JTPA	6	8
Public relations	6	--
Held for use by vocational education	--	8
Evaluation-MIS	--	6
Dissemination of information	--	3
Program expansion	--	3
Same as 80 percent	--	3
Multiagency coordinating committee	--	3
Don't know	3	--

NOTE: Percentages are based on 36 states responding to the questionnaire. Total sums to more than 100 percent because of more than one response.

APPENDIX TABLE A-10

PARTICIPATION OF JTPA REPRESENTATIVES IN PREPARATION OF STATE PLAN FOR VOCATIONAL EDUCATION

Type of participation	Percentage	
	VE	JTPA
State agency staff and SJTCC	61	
Neither staff nor SJTCC	22	
JTPA agency staff only	11	25
SJTCC staff only	6	
Not asked to participate	NA	22
Reviewed and commented	--	8
State plan prepared by other staff	--	6
Coordination aspects agreed upon	--	3
Don't know who does the plan-it is unreadable	--	3
SJTCC participated	--	3
Constraints of time and staff	--	3
Don't know/no response		27
Base for percentages	36	36

NOTES: NA = Not applicable

APPENDIX TABLE A-11

EFFECT OF JTPA PARTICIPATION IN PLANNING ON CONTENT OF STATE PLAN FOR VOCATIONAL EDUCATION

Changes in content of plans due to planning participation	Percentage	
	VE	JTPA
Participation led to changes	58	11
Participation did not lead to changes	34	20
No participation/no response	8	69
Types of changes		
Minor changes	17	--
Substantial changes	17	--
No suggestions/no impact	6	58
Involved in the beginning but not the final	3	--
Did not respond to request for comments	3	--
More informed vocational education planners	--	3
JTPA representatives serve on local committees	--	3
Common definitions	--	3
Made vocation education more responsive	--	3
Didn't know/no response	54	30
Base for percentages	36	36

APPENDIX TABLE A-12

SUGGESTIONS TO IMPROVE STATE COUNCILS AS A CONTEXT FOR COORDINATION

Suggestions	Percentage	
	SCoVE	SJTCC
Chairperson of the SCoVE should be on SJTCC and vice versa	11	-
Make the SCoVE more knowledgeable of JTPA	8	-
Reduce turf problems	6	-
Promotion	3	-
Upgrade role of council in review of vocational education plan	-	14
State needs to clarify role of SJTCC	-	8
Give SJTCC authority to reject vocational education plans	-	6
Cross-training of councils	-	6
Combine SCoVE adn SJTCC	-	3
More funds and staff	-	3
No response/don't know	72	60
Base for percentages	36	36

APPENDIX TABLE 2.1

EFFECTIVE INTERAGENCY COORDINATION AS SEEN BY AGENCY DIRECTORS AND COUNCIL CHAIRPERSONS

Factors Reported	Percentage Mentioning Element Listed			
	Agency Directors		Council Chairs	
	VE	JTPA	VE	JTPA
Joint activities				
Planning	47	20	34	23
Funding	22	20	6	2
Economic development	18	6	9	5
Service delivery	14	12	9	11
Other	14	12	11	11
Communications				
Inform each other	29	20	43	36
Cross-membership on councils, committees	18	14	11	11
Clear understanding of each other's roles, responsitilities	16	20	20	11
Other	6	8	0	0
Institutional policies				
Set common goals	20	16	13	23
Use existing facilities	16	16	20	14
Commitment to work together	10	8	22	25
Effective use of resources	0	0	15	7
Other	8	12	0	2
Linkage procedures	10	6	9	7
Base for percentages	49	50	46	44

NOTES: Percentages are based on number responding to survey. Totals exceed 100 because multiple answers were received.

All individual responses in the "other" category were less than 10 percent.

APPENDIX TABLE 2.3

STEPS STATES HAVE TAKEN TO ENCOURAGE LOCAL AGENCIES TO WORK TOGETHER

Steps to Encourage Coordination	Percentage Taking Steps Listed	
	VE	JTPA
Training/technical assistance		
In-service training	31	10
Technical assistance	10	10
Other	6	6
Policies/procedures		
Require sign-off from local agencies	14	16
Formal joint planning mechanism	12	18
Encourage education on PICs	8	6
Delegate some decision making to locals	8	2
Coordinate requirements in in local plans	6	18
Financial incentives	4	--
Other	2	4
Communication		
Improved communications	14	4
Conferences, meetings	14	12
Joint presentations to SDA/LEA	10	4
Keep informed of legislation, funding opportunities	6	6
Prepare directory of training agencies	4	4
Other	4	4
Base for percentages	49	50

NOTE: Percentages are based on all states responding to survey. Total exceeds 100 percent because multiple answers were possible.

APPENDIX TABLE 2.5

AREAS IN WHICH COORDINATION WAS EASIEST TO ACHIEVE AND MOST EFFECTIVE

Areas	Percentage Easiest to Achieve				Percentage Most Effective			
	Agency Directors		Council Chairs		Agency Directors		Council Chairs	
	VE	JTPA	VE	JTPA	VE	JTPA	VE	JTPA
Legislative/organizational								
8 percent (section 123) activities	20	8	13	9	16	10	4	2
Planning, review, occupational information	8	10	7	2	6	4	4	2
Administrative procedures	6	6	–	4	4	12	2	4
Combining funds from both acts	–	6	4	2	12	6	4	
Other	2	6	–	–	–			
Training programs								
At-risk students in school	10	2	7	7	10	2	9	6
Training, unspecified	8	22	4	2	6	24	17	9
Dislocated workers	6	4	4	4	12	6	15	14
Placement JTPA clients in regular classes	4	2	2	–	8	10	–	4
Short-term, special JTPA classes	4	2	–	–	14	8	2	–
Other	4	4	7	4	6	8	7	4
Communications								
Information sharing	10	8	7	7	–	4	2	7
Educators on PICs	8	4	4	9	2	6	–	2
Other	–	4	4	2	–	–	–	2
Economic development	8	16	9	7	2	8	17	9
Nontraining services	4	2	–	–	6	4	4	9
All areas easy, effective	2	–	4	–	2	–	2	4
No response, don't know, not codable	18	18	33	36	24	18	30	34
No area where easy, effective	4	8	4	7	–	2	4	–
Base number percentages	49	50	46	44	49	50	46	44

NOTE: Percentages are based on number responding to survey. Totals exceed 100 percent due to multiple answers.

APPENDIX TABLE 2.6

FACTORS THAT HAVE PRODUCED EFFECTIVE COORDINATION, INTERVIEW RESPONSES

Factors Reported	Percentage Agency Directors		Percentage Council Chairs	
	VE	JTPA	VE	JTPA
Personal, historical				
Willingness of people to cooperate	31	30	24	25
Leadership for coordination	18	22	28	27
Past history of working together	10	4	7	--
Other	4	-	-	2
Common needs				
Agreement on needs to be served, common goals	16	18	7	5
Resource constraints	6	10	7	7
Other	2	2	--	--
Legislation, mandates in acts	12	22	13	18
Linkage				
Cross-members on councils	12	18	9	27
Conferences	8	2	7	5
Written agreements	8	2	2	5
Membership on information coordinating committee	6	2	7	2
Cabinet-level committees	4	6	9	--
Other	--	--	4	--
Communications				
Improved knowledge of other programs	8	6	2	2
Personal contacts at local level	8	4	4	7
Regular exchange of information	4	10	13	9
Contextual	10	6	9	4
No response, not asked	12	16	20	16
Base for percentages	49	50	46	44

NOTE: Percentages are based on number responding to survey. Total exceeds 100 percent due to multiple answers.

APPENDIX TABLE 2.8

FACTORS THAT HAVE MOST SERIOUSLY HINDERED EFFORTS TO COORDINATE, INTERVIEW RESPONSES

Factors Reported	Percentage Agency Directors		Percentage Council Chairs	
	VE	JTPA	VE	JTPA
Institutional				
"Turf issues" protecting bureaucracy	43	34	52	32
Differing perspectives, priorities	20	16	15	11
Lack of knowledge about system	16	14	13	9
Vocational education too diffuse	2	10	2	2
Vocational education not flexible	--	8	4	2
Other	4	2	4	7
Personal, historical				
Personality conflicts	18	12	11	2
No leadership for coordination	10	6	2	2
Bad prior experiences	6	2	2	7
Political consideration	16	4	13	5
Legislative, procedural				
Paper work, documentation	10	4	9	2
Restrictions on use of funds	8	6	--	--
Client eligibility	4	8	4	--
Planning cycles	2	8	--	--
State regulations	2	8	--	--
Conflicting requirement in acts	--	--	7	7
Other	18	16	12	9
Poor communications	--	--	11	11
Contextual				
Limited state resources	4	6	2	2
Other	2	--	2	--
Miscellaneous	2	10	11	2
No response, not asked	6	16	7	23
Base for percentages	49	50	46	44

NOTE: Percentages are based on number respondents to survey. Total exceeds 100 percent due to multiple responses.

APPENDIX TABLE 3.2
PRIORITIES FOR SERVICE WITH 80 PERCENT OF 8 PERCENT FUNDS

Target Groups and Activities	Percentage Reporting Priorities, Activities	
	VE	JTPA
Special populations	17	13
Incarcerated	17	17
Adults	8	11
Dropouts	8	22
Youth	8	20
Handicapped	6	3
Limited English proficiency	6	3
AFDC Recipients	--	6
Displaced Homemaker	3	3
Older Workers	3	--
Basic remedial education	20	14
Skill training		
Occupational education	17	6
Customized training	6	3
Long-term vocational education	6	14
Short-term vocational education	3	3
Training in depressed areas	3	3
Testing and assessment	11	6
Job search assistance	3	3
Career guidance	3	6
Counseling	3	--
Other		
Same as other years	11	8
Economic development	8	3
Youth competencies	6	6
Transition/Work experience	6	6
Services	3	--
Individualized competency based	--	3
No statewide priorities	--	20

NOTE: Percentages are based on 36 states responding to the questionnaire. Total sums to more than 100 percent because of more than one response.

APPENDIX B

SUMMARY INFORMATION ON PROGRAMS THAT RESPONDED TO REQUESTS FOR INFORMATION ON SUCCESSFUL COORDINATION

Name of Program	Career Learning Center
Location	Watertown, South Dakota

Description

The center operates in a rural community of 18,000 nested in the center of a seven-county area hit hard by the crisis in rural agricultural regions. Using resources from many sources, the center provides assessment, pre employment training, job search assistance, and return-to-work and confidence-building training and has agreements with many other agencies and institutions to provide skill training in any of 25 occupational programs from Lake-Area Vocational-Technical School, JTPA support services, Targeted Jobs Tax Credit certification, Rural Renaissance (a state program for assisting dislocated agricultural workers find new employment) and career exploration (from the local Job Service Office), and counseling (from East River Mental Health Center and Women's Resource Center).

Strategies employed to produce effective coordination in this program include the following:

- Networking and regularly contacting principal actors
- Displaying a willingness to coordinate
- Discussing plans with convergent agencies
- Communicating through open channels
- Offering a problem-solving orientation
- Writing nonfinancial coordination agreements
- Understanding the convergent agency's legislation, service role, or operating procedures

What is the most critical component of the effort that leads to successful coordination?

The critical component of the successful coordination behind the Career Learning Center is the effort to make the funding programs transparent to clients and employers. Everybody wants to help and is not that concerned with getting credit for its contribution.

For further information, contact:

Ingrid Arlton, Director
Watertown Career Learning Center
Watertown SD 57201
(605) 886-7404

Name of Program	Custom Fit Training
Location	Salt Lake City, Utah

Description

The State Board for Vocational Education utilizes the 8 percent education coordination funds to leverage a state appropriation of $1,000,000 for training in industries critical to Utah's economic development. The program is called Custom Fit. Custom Fit funds can be used for new or expanding companies to develop or modify a company's training curriculum, purchase books and instructional materials, hire instructors for classroom training, and pay up to a maximum of $3.00 per hour for the costs of on-the-job training.

The State Job Training Coordination Council stipulated that education coordination funds cannot go into a service delivery area without notice and review by the PIC from the affected SDA.

A policy committee was created for the allocation of the JTPA 8 percent funds. The committee developed a "standard contract" for each service delivery area delineating anticipated timelines and the responsibilities of both the SDA and the State Office for Vocational Education. The committee consists of representatives from vocational education, job service, the Board of Regents, the governor's JTPA office, and a PIC chairperson.

Strategies employed to produce effective coordination in this program include:

- Displaying a willingness to coordinate
- Discussing plans with convergent agencies
- Supporting ongoing interagency committees
- Offering coterminous planning districts
- Understanding the convergent agency's legislation, service role or operating procedures
- Using the same occupational information system for planning

What is the most critical component of the effort that leads to successful coordination?

The effective participation of the private sector in work with vocational education craft or advisory committees and the Private Industry Councils. Employers will contribute so long as they can see the results of their participation.

Recommendation regarding coordination between JTPA and VE service providers:

Provide more opportunities for communication. Communication is the key to coordination.

For further information, contact:

Gary Lloyd, Specialist
Business/Industry Relations
Utah State Board of Education
2500 East 500 South
Salt Lake City UT 84111
(801) 533-5371

Name of Program	Dalton Junior College
Location	Dalton, Georgia

Description

The North Georgia Area Planning Commission became the administration's entity for JTPA because of its success with other grant programs including community development block grants. JTPA programs are subcontracted to vocational education, community college, and secondary schools. The programs are multiagency efforts between different projects managed by the Planning Commission, Dalton Junior College, school districts, and other social service agencies in the region.

The geographic region has been hard hit by the decline of the domestic textile industry. Many clients have low educational levels and are not accustomed to working with social service agencies.

Strategies employed to produce effective coordination in this program include the following:

- Networking and regularly contacting principal actors
- Displaying a willingness to coordinate
- Discussing plans with convergent agencies
- Communicating through open channels
- Offering a problem-solving orientation
- Maintaining a history of successful coordination
- Understanding the convergent agency's legislation, service role, or operating procedures

What is the most critical component of the effort that leads to successful coordination?

The most critical component of the coordination effort is the effort by both Dalton Community College and the Planning Commission to make the system as transparent as possible to the client. This requires that the community college employ personnel to shepherd clients through the training program. The Planning Commission recognizes that it will not receive much of the credit for program successes and must tolerate critics who claim the programs accept only those who will achieve success from the program. Other factors assisting the coordination efforts include the employment of a counselor to work as an advocate for clients and the concept of the program as a "joint venture," where responsibilities were delineated.

For further information, contact:

Patricia Fornash
213 N. College Drive
Dalton GA 30720
(404) 226-2454

Name of Program Eastside Occupational Training Center

Location Baltimore, Maryland

Description

The Eastside Occupational Training Center (EOTC) was established in April 1983 as a training center for Baltimore County's increasing number of displaced workers. Since that time, the program has been expanded to serve economically disadvantaged adults under JTPA title IIA. The primary purpose is to provide a comprehensive program of occupational skills training and supportive services tailored to each client's individual needs and to support efficient re-entry into the labor market.

Strategies employed to produce effective coordination in this program include the following:

- Networking and regularly contacting principal actors
- Displaying a willingness to coordinate
- Discussing plans with convergent agencies
- Communicating through open channels
- Offering a problem-solving orientation
- Writing nonfinancial coordination agreements
- Supporting coterminous planning districts
- Understanding the convergent agency's legislation, service role, or operating procedures

What is the most critical component of the effort that leads to successful coordination?

The double focus on providing skills for reemployent and the return to employment or entry into employment for program clients is the most critical component of the effort.

For further information, contact:

Marion Pines
Eastside Occupational Training Center
431 Eastern Boulevard
Baltimore, MD 21221
(301) 574-8800

Name of Program	Greenlee Technological Center
Location	Clifton, Arizona

Description

The Greenlee County Technological Center began operations in January 1984 to provide services to area residents using existing equipment and facilities. Many organizations refer their clients to the occupational training programs including the region's school districts, the Arizona Department of Economic Security, and the Health Department. Participants are also referred to other agencies for counseling and social skills training. Training is individualized and competency based. The Technological Center is the only adult vocational center in the county.

Strategies employed to produce effective coordination in this program include the following:

- Displaying a willingness to coordinate
- Discussing plans with convergent agencies
- Offering a problem-solving orientation
- Understanding the convergent agency's legislation, service role, or operating procedures

What is the most critical component of the effort that leads to successful coordination?

The most critical component of the organizational effort is the variety of services committed to the student. Many areas of the total curriculum are incorporated into the training programs. These include English grammar, business mathematics, employability skills, and communications. Support services and work experience are available, when needed. Training programs last from 9-12 months.

For further information, contact:

Michael Bloom
Greenlee Employment and
Training Program
196 S. Coronado Blvd.
Clifton AZ 85533

Name of Program Middlesex County Schools

Location Middlesex County, New Jersey

Description

The Middlesex County Vocational Schools are on five campuses throughout the county. Because these schools are at many locations within the county, the transportation barriers present in many job training programs are not present. The service delivery area maintains a low profile by subcontracting all occupational skills programs, including placement. The SDA buys slots in existing vocational programs. The program usually serves high school dropouts but also serves displaced homemakers, long- and short-term unemployed and underemployed, and handicapped individuals. Individuals can be recruited and eligibility is determined by either the SDA's employment specialists or by the vocational school. They are then referred to any of the 64 occupational skills training programs offered.

Strategies employed to produce effective coordination in this program include the following:

- Displaying a willingness to coordinate
- Communicating through open channels
- Offering a problem-solving orientation
- Supporting coterminous planning districts
- Maintaining a history of successful coordination

What is the most critical component of the effort that leads to successful coordination?

One major component is the mainstreaming of JTPA eligibles, yet offering other services as the need arises. Other factors include making the federal program transparent to employers and the meeting of the performance standards by the schools' 79 percent entered employment rate.

Both agencies stress the commitment to cooperating in mutually agreeable solutions to any problems that might arise. This commitment, plus the fact that all of those involved in the project are connected with the Private Industry Council ensure that failure to coordinate will be seen by all participants. The costs of coordination were seen as an investment to assist further efforts at successful interactions between the two agencies.

For further information, contact:

Dr. Karen McCloud, Principal
Middlesex County Vocational School
256 Easton Avenue
East Brunswick, NJ 08816

Name of Program Kauai Community College and Service Delivery Area

Location Lihue, Hawaii

Description

Under CETA, Oahu was one prime sponsor with the balance of state being the other. Job training functions were organized from Honolulu. Under JTPA, the PIC and the mayor of Linue determined that since JTPA was concerned with education and employment, it would be prudent to have the community college be the grant recipient for the SDA. The island of Kanai is a small SDA, receiving a grant of just over one-half million dollars.

The SDA utilizes community college facilities for most training programs. The community college also utilizes private sector work sites for on-the-job training as well as for work experience. When JTPA clients are on campus, the clients are not differentiated from fee-paying students.

The SDA buses summer youth participants to the college for career exploration and then shuttles the "employees" to work sites for a 6-hour workday. The SDA uses college students for supervision of students. The students abide by the work rules of other employees, except for the 6-hour day.

Strategies employed to produce effective coordination in this program include the following:

- Networking and regularly contacting principal actors
- Displaying a willingness to coordinate
- Discussing plans with convergent agencies
- Communicating through open channels
- Offering a problem-solving orientation
- Writing nonfinancial coordination agreements
- Fostering ongoing interagency committees
- Supporting coterminous planning districts
- Understanding the converging agency's legislation, service role, or operating procedures
- Using the same occupational information system for planning

What is the most critical component of the effort that leads to successful coordination?

The community college and the Private Industry Council are not concerned with getting credit for training and placing clients as long as they get trained and placed. "Coordination takes time and effort."

Recommendations regarding coordination between JTPA and VE service providers:

- According to a Kauai community college representative, "The fewer dollars you have the more you must coordinate. It costs money to coordinate. You must spend money to get coordination and you do not have money unless you are attached to another agency".

For further information contact:

David Iha, Provost
Kauai Community College
3-1901 Kaumualii Hwy.
Lihue, HA 96766
(808) 245-8311

Name of Program Performance Based Contracts

Location Ft. Lauderdale, Florida

Description

The Broward County School System has reached an understanding with the Broward County Employment and Training Administration (BETA). Contracts for training will be performance based and the Executive Director of the Broward County Employment and Training Administration supports the vocational system. The three adult vocational centers operated by the school system are open 70 hours each week for training BETA clients.

The desire for performance-based contracts meets the needs of both parties. Performance-based contracts are contracts for training individuals where payments are made when demonstratable objectives have been met (e.g., enrollment, attainment of educational competency, completion of training, placement, retention in a position, attainment of a specific wage, and so forth). Performance based contracts are seen as making vocational education bridge the gap between theory and practice. The administrators for the school system use the performance-based contracts as a management tool to direct the allocation of resources within the vocational school system.

Strategies employed to produce effective coordination in this program include the following:

- Networking and regularly contacting principal actors
- Displaying a willingness to coordinate
- Discussing plans with convergent agencies
- Communicating through open channels
- Offering a problem-solving orientation
- Writing nonfinancial coordination agreements
- Supporting coterminous planning districts
- Understanding the convergent agency's legislation, service role, or operating procedures

What is the most critical component of the effort that leads to successful coordination?

The critical components of coordination involve a commitment by leadership, credible communication between the members of the two systems, and performance.

What could (should) be changed to make the program more effective?

There is a difference in the level of understanding between JTPA trainees and those trained under full vocational courses. Proprietary schools teach their trainees the minimum level of understanding of the competencies. Public-vocational schools are required by law to offer at least a minimum demonstrated competence--higher than JTPA standards.

The performance standards should have a longer term focus. A person can be trained in an occupational area and an employer can be found willing to employ that person. If time is not spent working on employability skills, the person might be terminated from employment after 1 month of employment. The system will show a positive outcome but the individual is not employed.

There is a need for short-term training but serving the hard-to-serve requires support services and stipends. Most of the hard-to-serve are unable to spend 9-12 months in an occupational training program leading to higher wages.

For further information contact:

Jim Notter
Curriculum Specialist, JTPA
701 South Andrews Avenue
Ft. Lauderdale, FL 33316

Name of Program Project A.H.E.A.D.
Western Missouri Private Industry Council

Location Sedalia, Missouri

Description

Project A.H.E.A.D. (Adults Headed for Employment, Advancement, and Development) links services throughout the region by providing or coordination outreach, assessment, referral, and educational placement services to target populations of the Vocational Education and Job Training Partnership Acts. Project A.H.E.A.D. also provides direct services to clients in career exploration and career decisionmaking.

Project A.H.E.A.D. began when three vocational school directors contacted the Private Industry Council to jointly meet needs that could not be met separately. Funds from the Perkins Act initially funded the project, but the participating agencies have continued the project without direct support from the Perkins Act.

Strategies employed to produce effective coordination in this program include the following:

- Joint membership on VE-JTPA councils
- Networking and regularly contacting principal actors
- Displaying a willingness to coordinate
- Discussing plans with convergent agencies
- Communicating through open channels
- Offering a problem-solving orientation
- Fostering ongoing interagency committees
- Supporting coterminous planning districts
- Maintaining a history of successful coordination
- Understanding the convergent agency's legislation, service role, or operating procedures
- Using the same occupational information system for planning

What is the most critical component of the effort that leads to successful coordination?

The cornerstone of effective programs is to make sure that the program meets the needs of the participants and that the participants' needs and skills blend with employers' needs. Local officials have made great efforts to reduce unnecessary competition among area vocational schools and a community college.

For further information contact:

Dr. Judy R. Kuhlman, Executive Director
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Sedalia, MO 65301
(816) 827-3727

Name of Program	Pueblo County Job Training Administration Pueblo Community College
Location	Pueblo, Colorado

Description

In the early 1980s, unemployment in Pueblo County was about 22 percent. Industry layoffs had created over 5,000 displaced workers. To encourage economic development to deal with these problems, an interagency team visits any company interested in expanding or locating a manufacturing operation in the Pueblo area. The team from Pueblo consists of an assistant to the president of the Community College, the executive director of the Private Industry Council, and a representative from the State Economic Development Agency, Colorado First. Colorado First does not have JTPA style eligibility requirements for funding training programs, making this project very flexible and often enabling Pueblo to meet the needs of industry.

Strategies employed to produce effective coordination in this program include the following:

- Displaying a willingness to coordinate
- Discussing plans with convergent agencies
- Offering problem-solving orientation
- Fostering ongoing interagency committees
- Supporting coterminous planning districts
- Understanding the convergent agency's legislation, service role, or operating procedures
- Using the same occupational information system for planning

What is the most critical component of the effort that leads to successful coordination?

The most critical component of the coordination effort is the communication between the three agency representatives. They obtain and utilize similar information and jointly develop training projects. There are no surprises nor problems obtaining approval. The negotiators are enpowered to make commitments for their respective agencies.

Recommendations regarding coordination between JTPA and VE service providers:

- Change JTPA guidelines in order to upgrade the skills of presently employed persons in order to prevent a catastrophic layoff.

For further information contact:

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Assistant to the President
Pueblo Community College
900 West Orman Avenue
Pueblo, CO 81004
(303) 549-3200

or

J.R. Kent, Director
Pueblo County Job Training Administrator
720 North Main Street, Suite 320
Pueblo, CO 81003
(303) 543-2951

Name of Program TARGET

Location King County, Washington

Description

The Allied Group for Employment and Training (TARGET) was formed by the Washington Employment Security Department, seven community colleges, and two vocational-technical institutes located in the Seattle-King County region. TARGET was created after the employment Security Department called a meeting of community colleges to discuss the possibilities of coordinating activities under the newly enacted Job Training Partnership Act. Each organization has strengths that, when packaged together, could accomplish better, more efficient services than if offered separately.

TARGET is a self-supporting organization managed by the special projects division of the Employment Security Department to operate as a small service business. Each member of TARGET is involved in a unique decision process to decide for which projects TARGET will bid. Members determine the proposal forwarded to the JTPA administrative entity by consensus group decisions.

Strategies employed to produce effective coordination in this program include the following:

- Networking and regularly contacting principal actors
- Displaying a willingness to coordinate
- Communicating through open channels
- Offering a problem-solving orientation
- Writing nonfinancial coordination agreements
- Understanding the convergent agency's legislation, service role, or operating procedures

What is the most critical component of the effort that leads to successful coordination?

Leadership is necessary for the project to work. Each of the members must have the knowledge to bargain over services and the capability to commit their organization's resources.

For further information contact:

Edward Cruver, Director
TARGET
1601 2nd Avenue, 4th floor
Seattle, WA 98101
(206) 464-6870

Name of Program South Jersey Employer-Education Consortium

Location Glassboro, New Jersey

Description

In the spring of 1984, leaders from business, industry, and educational communities met to discuss the interlocking nature of the problems of changing technology, the lack of qualified applicants for job openings, the multiple requests to serve on citizen advisory committees, and the lack of linkages between business and educational institutions. Initial meetings were informal and unorganized discussions. As membership grew, the meetings became more organized and directed to the solution of the problems identified.

The purpose of the employer-education consortium is to establish appropriate linkages between business, industry, and education in order to assist and enhance the area's education and skills training system and address individual, community, and industrial needs in Southern New Jersey.

The consortium was started with funds provided with JTPA 8 percent funds and funds provided by the Department of Education. The program continues to be funded with 8 percent funds and SCoVE funds. The SCoVE funds are to elaborate on initiatives and methods to modernize vocational education and on the use of business concerns and labor organizations.

Strategies employed to produce effective coordination in this program include the following:

- Communicating through open channels
- Offering a problem-solving orientation
- Fostering ongoing interagency committees
- Understanding of convergent agency's legislation, service role, or operation procedures

What is the most critical component of the effort that leads to successful coordination?

The most critical component is the commitment of the leadership of the educational institutions, business, and industry to the process. It would not be possible within the time commitments of individuals who can direct the cooperation of their institutions to provide accurate and timely planning information and to meet other consortium goals. Another critical component is the funding provided by the Department of Labor and Education.

What could (should) be changed to make the program more effective?

The consortium could be made more effective if the administrators of more service delivery areas within the region would participate. This critical component of the training community is not fully represented. The consortium is trying to market its information and method of operations to the administrators so there is a disincentive for not participating.

For further information contact:

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South Jersey Employer-Education Consortium
Laurel Hall 1
Glasboro State College
Glasboro, NJ 08028
(609) 863-6063

Name of Program Certified Nurse's Aide
Whiteside Area Vocational Center

Location Sterling, Illinois

Description

The certified nurse's aide program is a competency-based program offered to JTPA clients to meet state certification requirements for Nurse's Aide or Nurse's Assistant occupations.

SDA counselors recruit clients for this high demand occupational area. The program is class sized, lasting 10-12 weeks or 120 hours. Each program participant is offered instruction leading to a GED if the participant does not have one.

Strategies employed to produce effective coordination in this program include the following:

- Networking and regularly contacting principal actors
- Displaying a willingness to coordinate
- Offering a problem solving orientation

What is the most critical component of the effort that leads to successful coordination?

The most critical component is an excellent instructor. Other components include the board of governors delegating the authority to commit resources for coordinated efforts.

Recommendations regarding coordination between VE and JTPA service providers:

Delegate the details of coordination to program operators with operating parameters. Operate during more convenient hours.

For further information contact:

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Whiteside Area Vocational Center
1608 Fifth Avenue
Sterling, IL 61081
(815) 626-1001

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